

2003 Children's Services Commission Annual Report

The Children's Services Commission (CSC) was established by the General Assembly in 1983, and exists in accordance with Missouri Revised Statute 210.101 and 210.102. Its purpose is to improve the lives of children by making government work better.

The Commission met nine times in 2003 to discuss and monitor legislation, policies, and programs affecting the well-being of children. This annual report, being filed in accordance with state statutes, summarizes the Commission's activities and accomplishments during the year. These include unanimously-agreed upon recommendations for legislative initiatives, departmental activities as they relate to children, and priorities for 2004.

Membership: The Commission members are drawn from all three branches of government.

Members include the directors of the:

- Department of Corrections
- Department of Economic Development
- Department of Elementary and Secondary Education
- Department of Health and Senior Services
- Department of Labor and Industrial Relations
- Department of Mental Health
- Department of Public Safety
- Department of Social Services

The membership also includes:

- Eight legislators, including two Republicans and two Democrats from each body
- One family court judge
- One juvenile court judge

In addition, two ex-officio members serve on the Commission:

- A liaison from the Governor's staff
- The Children's Trust Fund

Officers:

- Chair: Rep. Vicky Riback Wilson, serving her second term as chair.
- Vice-chair: Sen. Bill Foster, elected in August; Sen. Steve Stoll preceded him in that position.
- Secretary: Gary Kempker, director, Department of Corrections.
- Treasurer: Kent King, director, Department of Elementary and Secondary Education.

Other stakeholders and the public participate through membership on the various subcommittees, presentations to the Commission, and public discussions.

Commission Staff: In order to achieve maximum efficiency, the Commission contracted with the University of Missouri-Columbia School of Social Work to secure the services of one faculty member and one research assistant. In 2003, Anne Dannerbeck, professor and research specialist at MU, and Keely Black, graduate social work student, worked as liaisons and staff for the Commission. Jennie Bedsworth was hired as the 2004 graduate student liaison. These individuals have assisted the Commission and its subcommittees with research, planning, and other tasks as needed.

Website: In 2003, the Commission began development of a website to provide information to the public. The site will inform the public regarding the purpose, mission, and values of the Commission, as well as the valuable work that is presently taking place. It will also include links to relevant research-based information regarding children and their families. Space for the website has been requested with the address: www.csc.mo.gov

<h2>Values and Roles</h2>

In August 2003 the Commission held a retreat to discuss and clarify the values and roles of the Commission. With nearly perfect attendance, the following core values and roles were identified to guide and inform the work of the Commission:

- ☑ Our future depends on putting children first and fully investing in their future.
- ☑ The welfare of children is a shared responsibility of parents, families, communities, government and the private sector through coordinated and integrated efforts.
- ☑ Children should be treated with dignity and respect.
- ☑ Children have a right to health, safety, education, permanency, stability, and significant adult support.
- ☑ Families and children have a right and a responsibility to be involved in decisions that affect them.

- ☑ Public policy should be based on sound research, reliable data, and should include an evaluation component.
- ☑ Prevention and early intervention are critical to achieving positive outcomes.

During the retreat, the Commission identified its roles as follows:

- ☑ **Improve government processes**
 - Coordinate services for children and their families.
 - Simplify the systems associated with services for children and their families.
 - Improve the collaboration among state agencies that provide services to children and their families.
 - Increase efficacy and reduce the duplication of services for children and their families.
- ☑ **Advocate for key issues**
 - Initiate and support legislation.
 - Recommend policies.
 - Provide a forum for analysis and discussion of key issues.
- ☑ **Act as a catalyst for change**
 - Facilitate best practices pertaining to services for children and their families.

Commission Subcommittees

In an effort to identify and evaluate current programs and make recommendations on state services that affect children, the Commission formed four subcommittees in 2003. Each subcommittee included stakeholders representing a broad range of interests and backgrounds, with expertise in particular issue areas. The subcommittees focused on the following topics: children's mental health, early childhood, children of incarcerated parents, and parental responsibilities. Throughout the year the subcommittee members researched and discussed relevant issues and policies. This work resulted in formal presentations and recommendations to the Commission.

The Commission extends its grateful appreciation to the subcommittee members for their thorough work, and for their commitment to making the lives of Missouri's children better.

The subcommittee co-chairs were drawn from the public and private sectors:

- Children's Mental Health: Co-chaired by Beth Griffin, Citizens for Missouri's Children, and Linda Roebuck, Department of Mental Health.

- Children of Incarcerated Parents: Co-chaired by Julie Rollins, Department of Corrections, State Representative Danie Moore, and Veronica Stovall, Department of Social Services.
- Early Childhood: Co-chaired by Deborah Scott, Department of Social Services, and Kathy Thornburg, University of Missouri.
- Parental Responsibilities: Co-chaired by Anne Dannerbeck, University of Missouri, and Charles Jackson, Department of Public Safety.

Recommendations

After reviewing and discussing the work and recommendations of each of the subcommittees, the Children's Services Commission recommends the following actions. Only recommendations to which there were no objections, and which were deemed to require immediate action are included herein. Full subcommittee reports are included as appendices at the end of this document.

Absence within this report of any recommendation included in subcommittee reports should in no way be interpreted as opposition to, or lack of interest in, that recommendation.

Children's Mental Health Subcommittee (See Appendix A for subcommittee report)

Recommendation

Develop, promote and pass legislation to establish a comprehensive mental health system for children.

- As recommended by the subcommittee on children's mental health, the Children's Services Commission reiterates endorsement of three major principles:
 1. Expansion of Medicaid services to enable children to live with their families while they receive mental health services.
 2. Designation of the Department of Mental Health to lead the planning process for a comprehensive children's mental health system that will involve all of the departments represented on the CSC.
 3. Designation of the Department of Mental Health and Department of

Social Services to review cases of children in custody. When it is determined that a child has been placed in custody exclusively due to a need for mental health services and where there is no instance of abuse, neglect or abandonment, his or her case may be transferred to a community-based mental health provider, pursuant to judicial approval and a Department of Social Services and Department of Mental Health finance plan.

Early Childhood Subcommittee *(See Appendix B)*

Recommendation

Develop enabling legislation to create, under the auspices of the Children's Services Commission, a formalized body that will coordinate programs and policies aimed at children ages 0-5.

- Because the earliest years of development are the most critical in determining a child's future, Commission members believe that a focus on children from age 0 to 5 is critical, and wish to take advantage of the opportunity in the next year to make a difference during this key stage of development. The body being recommended needs to be established in statute in 2004 in order to take advantage of current opportunities for funding and coordination.
- The Commission agreed that the Department of Health and Senior Services, under the auspices of the Early Childhood Systems grant, will facilitate continued planning for the upcoming year.
- The coordinating body will develop a statewide comprehensive plan to coordinate public and private programs that serve children from ages 0 to 5.
- The Commission anticipates that the work of this body will build upon the work of the early childhood subcommittee as contained in its report in appendix B.

Recommendation

Pursue legislation that will limit the number of children that can be cared for in an unlicensed childcare facility in the state of Missouri.

Recommendation

Promote the requirement that all registered childcare providers must complete basic training in health and safety and subsequently complete a health and safety checklist.

- The Department of Health and Senior Services currently provides this training to all licensed care providers.

Children of Incarcerated Parents Subcommittee *(See Appendix C)*

Recommendation

Develop a standardized guide for involved parties that covers custody and guardianship issues regarding children of incarcerated parents.

- Such a guide has already been written, reviewed, and approved by the subcommittee, the Commission and other relevant stakeholders.
- The Children's Trust Fund has agreed to provide funding to print the guide.
- The guide will be available on the Commission website.

Recommendation

Recommend guidelines and additional alternative sentencing options for nonviolent offenders.

- The Commission will work with the Sentencing Advisory Commission on alternative sentencing options that focus on the best interests of the child.

Recommendation

Encourage the use of teleconferencing for custodial placement meetings so that incarcerated parents can participate in decision-making processes regarding the future of their child(ren).

- The Department of Public Safety has provided funds for pilot testing teleconferencing at selected sites around the state.
- This recommendation is consistent with the Commission's identified value: *Families and children have a right and a responsibility to be involved in decisions that affect them.*

Parental Responsibilities Subcommittee *(Appendix D)*

Recommendation

Develop a statewide distribution and access point for information on parenting.

- ParentLink could be the statewide contact point. Parent Link already functions in this role. Recognition from the Commission will allow it to expand its role and facilitate the distribution of information on parenting to all stakeholders.

- A link can be created from the Commission website to Parent Link.

Recommendation

Encourage more innovative distribution of information about parenting programs.

- Explore the use of Extension Resource Centers' video interactivity teleconferencing abilities as one approach to expanding access to parenting programs.
- Promote awareness of parenting information to a broader distribution network including faith-based institutions, hospitals, emergency responders, schools, health departments and other public agency offices.

Recommendation

Better coordinate programs and activities among publicly funded parenting programs.

- Encourage more inter-agency coordination among all branches of government at the state and local level and the Children's Trust Fund in disseminating information on parenting programs.

Priorities and Accomplishments of Member Departments

There are presently eight departments represented on the Commission. The departments report monthly to the Commission regarding their efforts, initiatives, and accomplishments that affect the well-being of children.

Department of Corrections

Director Gary Kempker

The Department of Corrections shares the Commission's concern regarding the impact of incarceration on children and families. The inmate population continues to grow at a rapid rate in Missouri. Offenders that are not successful at re-entry into society are at a high risk to recidivate. This year the "family" was identified as one of the top elements to promote success once an offender is released into the community. Because of this, DOC has prioritized enhancing and maintaining family bonds during the time of incarceration and has been focusing on transition and re-entry initiatives. Efforts to obtain support for transitions issues are ongoing. Julie Rollins, Women's Program Manager for DOC, is leading the re-entry initiatives. Ms. Rollins also co-chaired the subcommittee on Children of Incarcerated Parents.

This year DOC also partnered with several community agencies to submit a federal grant proposal for Mentors of Children of Incarcerated Parents. DOC has also been working to enhance visits between incarcerated mothers and their children by facilitating

therapeutic visits once per month. Mothers and their children can participate in structured activities together.

The Department continues to revise its Department Manual regarding visiting restrictions for children. The Department wants to ensure that all children are safe and protected during visitation.

Department of Economic Development

Director Kelvin Simmons and former Director Joe Driskill

The Department of Economic Development continues to work to ensure a seamless transition to Temporary Assistance to Needy Families (TANF), and ensure that children do not fall through the cracks.

The Department also did a great deal of work this summer regarding disaster recovery, and worked with communities to grant many Neighborhood Assistance Awards.

Department of Elementary and Secondary Education

Director Kent King

The Department of Elementary and Secondary Education continues to focus on improving student learning and achievement results. The federal No Child Left Behind Act requires all state to analyze student achievement data by demographic subgroups with the goal of closing the achievement gap among all groups of children by 2014. This year DESE reviewed the assessment tools for the No Child Left Behind program, with the implementation for new grade-level assessments being in place by 2006.

Department of Health and Senior Services

Director Dick Dunn

The Department of Health and Senior Services has focused on promoting healthy pregnancies and decreasing infant mortality rates. Infant mortality continues to be an issue for the State of Missouri. A research grant and the Title V Maternal and Child Health block grant have been used to explore indicators related to gynecological health and subsequent infant mortality, especially in the St. Louis city, Kansas City, and Bootheel areas.

DHSS has collaborated with the Department of Mental Health on activities related to suicide prevention. This year DHSS has been training individuals in local communities who interact with children and adolescents to identify those at risk for suicide.

DHSS has also established the Missouri Council on the Prevention and Management of Overweight and Obesity issues. The council will document health implications and the economic impact of obesity on Missouri families. The council will have a final report with recommendations in late 2004.

Department of Labor and Industrial Relations

Director Catherine Leapheart

In accordance to legislation passed last year, The Department of Labor continues to educate employers of the State about providing safe and healthy work environments for children. Colleen White with the Department submitted the following statement to the Commission on December 22, 2003:

The Division of Labor Standards within the Department of Labor & Industrial Relations is responsible for administration of Missouri's Child Labor Law. To that end, the Division provides outreach and education to employers, school officials, parents, youth and other interested parties about the rights and responsibilities under the law, young worker safety tips, and data on injuries to Missouri's working youth. In FY 03, the Division identified 7,616 violations of the Child Labor Law, and assisted 3,233 youth in remaining safe in Missouri's workplaces. Outreach information was provided to 29,473 entities to assist in educating them about Missouri's protections for working youth. One large success of our outreach efforts resulted in one employer providing employment opportunities for over 1600 youth. In addition, several child labor related publications were translated into Spanish. All publications were made available on the Division's website.

Data on youth workplace injuries comes from reports of claims under Missouri's Workers' Compensation law. This data does not provide information on youth injuries where no workers' compensation claims are filed, or injured youth that are not provided workers' compensation coverage. However, this data is useful to determine injury trends in order to focus our limited resources on better preventive methods of outreach and enforcement. Due to significant changes in the collection of data nationwide from the Standard Industrial Classification (SIC) coding system to the use of the North American Industry Classification (NAIC) coding system, there are disparities in comparison of data over the last three years. Future continued use of the new coding system is expected to provide better results. The available data is attached (Appendix F). There is not specific employment data for working youth available to compare to injury data. Therefore meaningful injury rates cannot be determined, which means we cannot determine if injury rates are up or down. However, a success can be noted in the overall downward trend of actual number of youth under 18 injured. The Division will continue to exert our best efforts within our limited resources to assist in keeping Missouri's working youth safe.

Department of Mental Health

Director Dorn Schuffman

The Department of Mental Health has been working with the Office of States Court Administrator and the Children's Division to develop a protocol to implement Senate Bill 923 that was passed last year. In the past, parents have often had to relinquish

custody of their children in order to obtain mental health services. The new protocol will seek to implement a standard system across the state to ensure that all other resources have been exhausted before relinquishing custody occurs. The protocol also ensures that families know whom to contact if they feel they need to relinquish custody in order to receive services for their children.

In addition to developing a protocol for relinquishing custody, DMH has also been working with the Children's Division and the System of Care in Springfield to preserve the family unit. DMH has placed a mental health professional in the Children's Division office in Springfield to be available to Children's Division staff to provide consultation and to assist when requested in evaluating a child or parent with substance abuse, developmental disabilities, or psychiatric problems when children enter into protective services. This will help ensure that families receive necessary treatment before a child is removed from the home.

Department of Public Safety

Director Charles Jackson

The Department of Public Safety reports that juvenile programs have suffered budget cuts locally and nationally. Nationally, \$200 million was shifted from juvenile programs to Homeland Security. The department lost funding for the Local School District Partnership grants, which was a program funded jointly by the state, the local community and the school system. This resulted in the loss of funding for 40 School Resource Officers.

Through funding for Title II grants, Title V, Challenge, the Juvenile Accountability Incentive Block Grant and the Local Government School District Partnership grants, the Department was able to award \$7,702,175.27 in grant funding to 146 sub-grantees during the past year. These programs served 55,153 youth. While in these programs 197 received a referral to the juvenile/family court, 38 were committed to the Division of Youth Services and 23 were certified to the court of general jurisdiction.

The production of methamphetamine in Missouri continues to be a problem. The use of methamphetamine has disastrous results for families and children. Stopping the manufacturing and distribution of meth in the state is a priority of the Department. Other areas that are of particular concern to us and that we are currently funding involve: disproportionate minority youth contact with the juvenile justice system, mental health needs of youth in the juvenile justice system, health needs of youth in detention centers, restorative justice, mentoring, truancy court, and other prevention projects.

Department of Social Services

Director Steve Roling

The Department of Social Services has also undergone structural changes. Steve Roling was named the new director for the Department this year. The Division of Family Services and the Child Support Enforcement Division were combined into one division that is called the Family Support Division. Child welfare issues now fall under a new

division called the Children's Division. The Department also established the Office of Early Childhood, which serves as the Department's lead for early childhood issues.

The Future of the Children's Services Commission

The Children's Services Commission will continue to advocate for the children of Missouri during the next year. In addition to initiating and supporting legislation pertaining to children, the Commission will participate in the 22nd Annual Children's Advocacy Day on Tuesday, January 27, 2004. A joint meeting with the Family and Community Trust Board is planned for January. In 2004, the Commission and the FACT board will discuss common issues and goals, and explore possible structural changes that may enhance opportunities to work together.

The Commission is very enthusiastic about the opportunity to support Missouri children by working with the public and private sectors on legislation, policy, and funding issues. In addition to the recommendations contained within the report and included in the appended subcommittee reports, the Commission has identified priority issues to be addressed by the Commission. (A listing of these issues as discussed in the August meeting is included in Appendix E.)

In 2004, the Children's Services Commission will continue its work to improve the lives of Missouri's children.

Report Appendices:

Several items are appended to this report, including full reports of the four subcommittees, the minutes recorded at each of the Commission's 2003 meetings, and informational data that supports reports. They are organized as follows:

- Appendix A: Children's Mental Health Subcommittee Report
- Appendix B: Early Childhood Subcommittee Report
- Appendix C: Children of Incarcerated Parents Subcommittee Report
- Appendix D: Parental Responsibilities Subcommittee Report
- Appendix E: Minutes of 2003 Commission Meetings
- Appendix F: Table: Injuries by Missouri industry to employees under 18

The Comprehensive Children's Mental Health Care System Bill

Part 1 – The Medicaid Services Statute: Expanding the definition of what is a billable Medicaid mental health service

208.152. 1. Benefit payments for medical assistance shall be made on behalf of those eligible needy persons who are unable to provide for it in whole or in part, with any payments to be made on the basis of the reasonable cost of the care or reasonable charge for the services as defined and determined by the division of medical services, unless otherwise hereinafter provided, for the following:

(1) Inpatient hospital services, except to persons in an institution for mental diseases who are under the age of sixty-five years and over the age of twenty-one years; provided that the division of medical services shall provide through rule and regulation an exception process for coverage of inpatient costs in those cases requiring treatment beyond the seventy-fifth percentile professional activities study (PAS) or the Medicaid children's diagnosis length-of-stay schedule; and provided further that the division of medical services shall take into account through its payment system for hospital services the situation of hospitals which serve a disproportionate number of low-income patients;

(2) All outpatient hospital services, payments therefor to be in amounts which represent no more than eighty percent of the lesser of reasonable costs or customary charges for such services, determined in accordance with the principles set forth in Title XVIII A and B, Public Law 89-97, 1965 amendments to the federal Social Security Act (42 U.S.C. 301, et seq.), but the division of medical services may evaluate outpatient hospital services rendered under this section and deny payment for services which are determined by the division of medical services not to be medically necessary, in accordance with federal law and regulations;

(3) Laboratory and X-ray services;

(4) Nursing home services for recipients, except to persons in an institution for mental diseases who are under the age of sixty-five years, when residing in a hospital licensed by the department of health and senior services or a nursing home licensed by the division of aging or appropriate licensing authority of other states or government-owned and -operated institutions which are determined to conform to standards equivalent to licensing requirements in Title XIX, of the federal Social Security Act (42 U.S.C. 301, et seq.), as amended, for nursing facilities. The division of medical services may recognize through its payment methodology for nursing facilities those nursing facilities which serve a high volume of Medicaid patients. The division of medical services when determining the amount of the benefit payments to be made on behalf of persons under the age of twenty-one in a

nursing facility may consider nursing facilities furnishing care to persons under the age of twenty-one as a classification separate from other nursing facilities;

(5) Nursing home costs for recipients of benefit payments under subdivision (4) of this section for those days, which shall not exceed twelve per any period of six consecutive months, during which the recipient is on a temporary leave of absence from the hospital or nursing home, provided that no such recipient shall be allowed a temporary leave of absence unless it is specifically provided for in his plan of care. As used in this subdivision, the term "temporary leave of absence" shall include all periods of time during which a recipient is away from the hospital or nursing home overnight because he is visiting a friend or relative;

(6) Physicians' services, whether furnished in the office, home, hospital, nursing home, or elsewhere;

(7) Dental services;

(8) Services of podiatrists as defined in section 330.010, RSMo;

(9) Drugs and medicines when prescribed by a licensed physician, dentist, or podiatrist;

(10) Emergency ambulance services and, effective January 1, 1990, medically necessary transportation to scheduled, physician-prescribed nonelective treatments. The department of social services may conduct demonstration projects related to the provision of medically necessary transportation to recipients of medical assistance under this chapter. Such demonstration projects shall be funded only by appropriations made for the purpose of such demonstration projects. If funds are appropriated for such demonstration projects, the department shall submit to the general assembly a report on the significant aspects and results of such demonstration projects;

(11) Early and periodic screening and diagnosis of individuals who are under the age of twenty-one to ascertain their physical or mental defects, and health care, treatment, and other measures to correct or ameliorate defects and chronic conditions discovered thereby. Such services shall be provided in accordance with the provisions of section 6403 of P.L.53 101-239 and federal regulations promulgated thereunder;

(12) Home health care services;

(13) Optometric services as defined in section 336.010, RSMo;

(14) Family planning as defined by federal rules and regulations; provided, however, that such family planning services shall not include abortions unless such abortions are certified in writing by a physician to the Medicaid agency that, in his professional judgment, the life of the mother would be endangered if the fetus were carried to term;

(15) Orthopedic devices or other prosthetics, including eye glasses, dentures, hearing aids, and wheelchairs;

(16) Inpatient psychiatric hospital services for individuals under age twenty-one as defined in Title XIX of the federal Social Security Act (42 U.S.C. 1396d, et seq.);

(17) Outpatient surgical procedures, including presurgical diagnostic services performed in ambulatory surgical facilities which are licensed by the department of health and senior services of the state of Missouri; except, that such outpatient surgical services shall not include persons who are eligible for coverage under Part B of Title XVIII, Public Law 89-97, 1965 amendments to the federal Social Security Act, as amended, if exclusion of such persons is permitted under Title XIX, Public Law 89-97, 1965 amendments to the federal Social Security Act, as amended;

(18) Personal care services which are medically oriented tasks having to do with a person's physical requirements, as opposed to housekeeping requirements, which enable a person to be treated by his physician on an outpatient, rather than on an inpatient or residential basis in a hospital, intermediate care facility, or skilled nursing facility. Personal care services shall be rendered by an individual not a member of the recipient's family who is qualified to provide such services where the services are prescribed by a physician in accordance with a plan of treatment and are supervised by a licensed nurse. Persons eligible to receive personal care services shall be those persons who would otherwise require placement in a hospital, intermediate care facility, or skilled nursing facility. Benefits payable for personal care services shall not exceed for any one recipient one hundred percent of the average statewide charge for care and treatment in an intermediate care facility for a comparable period of time;

(19) Mental health services. The state plan for providing medical assistance under Title XIX of the Social Security Act, 42 U.S.C. 301, as amended, shall include the following mental health services when such services are provided by community mental health facilities operated by the department of mental health or designated by the department of mental health as a community mental health facility or as an alcohol and drug abuse facility or as a child-serving agency within the comprehensive children's mental health service system established in section 630.097, RSMo.

(a) The department of mental health shall establish by administrative rule the definition and criteria for designation as a community mental health facility and for designation as an alcohol and drug abuse facility. Such mental health services shall include:

[(a)] 1. Outpatient mental health services including preventive, diagnostic, therapeutic, rehabilitative, and palliative interventions rendered to individuals in an individual or group setting by a mental health professional in accordance with a plan of treatment appropriately established, implemented, monitored, and revised under the auspices of a therapeutic team as a part of client services management;

[(b)] 2. Clinic mental health services including preventive, diagnostic, therapeutic, rehabilitative, and palliative interventions rendered to individuals in an individual or group setting by a mental health professional in accordance with a plan of treatment appropriately established, implemented, monitored, and revised under the auspices of a therapeutic team as a part of client services management;

[(c)] 3. Rehabilitative mental health and alcohol and drug abuse services including preventive, diagnostic, therapeutic, rehabilitative, and palliative interventions rendered to individuals in an individual or group setting by a mental health or alcohol and drug abuse professional in accordance with a plan of treatment appropriately established, implemented, monitored, and revised under the auspices of a therapeutic team as a part of client services management. As used in this section, "mental health professional" and "alcohol and drug abuse professional" shall be defined by the department of mental health pursuant to duly promulgated rules. With respect to services established by this subdivision, the department of social services, division of medical services, shall enter into an agreement with the department of mental health. Matching funds for outpatient mental health services, clinic mental health services, and rehabilitation services for mental health and alcohol and drug abuse shall be certified by the department of mental health to the division of medical services. The agreement shall establish a mechanism for the joint implementation of the provisions of this subdivision. In addition, the agreement shall establish a mechanism by which rates for services may be jointly developed.

(b) The department of mental health, in collaboration with the department of social services, shall establish by rule the definition and criteria for designation of a community-based service. Services to be made available and easily accessible include intensive home-based services, early intervention services, family support services, respite services, and behavioral assistance services;

(20) Comprehensive day rehabilitation services beginning early posttrauma as part of a coordinated system of care for individuals with disabling impairments. Rehabilitation services must be based on an individualized, goal-oriented, comprehensive and coordinated treatment plan developed, implemented, and monitored through an interdisciplinary assessment designed to restore an individual to optimal level of physical, cognitive and behavioral

function. The division of medical services shall establish by administrative rule the definition and criteria for designation of a comprehensive day rehabilitation service facility, benefit limitations and payment mechanism;

(21) Hospice care. As used in this subsection, the term "hospice care" means a coordinated program of active professional medical attention within a home, outpatient and inpatient care which treats the terminally ill patient and family as a unit, employing a medically directed interdisciplinary team. The program provides relief of severe pain or other physical symptoms and supportive care to meet the special needs arising out of physical, psychological, spiritual, social and economic stresses which are experienced during the final stages of illness, and during dying and bereavement and meets the Medicare requirements for participation as a hospice as are provided in 42 CFR Part 418. Beginning July 1, 1990, the rate of reimbursement paid by the division of medical services to the hospice provider for room and board furnished by a nursing home to an eligible hospice patient shall not be less than ninety-five percent of the rate of reimbursement which would have been paid for facility services in that nursing home facility for that patient, in accordance with subsection (c) of section 6408 of P.L. 101-239 (Omnibus Budget Reconciliation Act of 1989);

(22) Such additional services as defined by the division of medical services to be furnished under waivers of federal statutory requirements as provided for and authorized by the federal Social Security Act (42 U.S.C. 301, et seq.) subject to appropriation by the general assembly;

(23) Beginning July 1, 1990, the services of a certified pediatric or family nursing practitioner to the extent that such services are provided in accordance with chapter 335, RSMo, and regulations promulgated thereunder, regardless of whether the nurse practitioner is supervised by or in association with a physician or other health care provider;

(24) Subject to appropriations, the department of social services shall conduct demonstration projects for nonemergency, physician-prescribed transportation for pregnant women who are recipients of medical assistance under this chapter in counties selected by the director of the division of medical services. The funds appropriated pursuant to this subdivision shall be used for the purposes of this subdivision and for no other purpose. The department shall not fund such demonstration projects with revenues received for any other purpose. This subdivision shall not authorize transportation of a pregnant woman in active labor. The division of medical services shall notify recipients of nonemergency transportation services under this subdivision of such other transportation services which may be appropriate during active labor or other medical emergency;

(25) Nursing home costs for recipients of benefit payments under subdivision (4) of this subsection to reserve a bed for the recipient in the nursing home during the time that the recipient is absent due to admission to a hospital for services which cannot be performed on an outpatient basis, subject to the provisions of this subdivision:

(a) The provisions of this subdivision shall apply only if:

a. The occupancy rate of the nursing home is at or above ninety-seven percent of Medicaid certified licensed beds, according to the most recent quarterly census provided to the division of aging which was taken prior to when the recipient is admitted to the hospital; and

b. The patient is admitted to a hospital for a medical condition with an anticipated stay of three days or less;

(b) The payment to be made under this subdivision shall be provided for a maximum of three days per hospital stay;

(c) For each day that nursing home costs are paid on behalf of a recipient pursuant to this subdivision during any period of six consecutive months such recipient shall, during the same period of six consecutive months, be ineligible for payment of nursing home costs of two otherwise available temporary leave of absence days provided under subdivision (5) of this subsection; and

(d) The provisions of this subdivision shall not apply unless the nursing home receives notice from the recipient or the recipient's responsible party that the recipient intends to return to the nursing home following the hospital stay. If the nursing home receives such notification and all other provisions of this subsection have been satisfied, the nursing home shall provide notice to the recipient or the recipient's responsible party prior to release of the reserved bed.

2. Benefit payments for medical assistance for surgery as defined by rule duly promulgated by the division of medical services, and any costs related directly thereto, shall be made only when a second medical opinion by a licensed physician as to the need for the surgery is obtained prior to the surgery being performed.

3. The division of medical services may require any recipient of medical assistance to pay part of the charge or cost, as defined by rule duly promulgated by the division of medical services, for dental services, drugs and medicines, optometric services, eye glasses, dentures, hearing aids, and other services, to the extent and in the manner authorized by Title XIX of the federal Social Security Act (42 U.S.C. 1396, et seq.) and regulations thereunder. When substitution of a generic drug is permitted by the prescriber according to section 338.056, RSMo, and a generic drug is substituted for a name brand drug, the division of medical services may not lower or delete the requirement to make a co-payment pursuant to regulations of Title XIX of the federal Social Security Act. A provider of goods or services described under this section must collect from all recipients the partial payment that may be required by the division of medical services under authority granted herein, if the division exercises that authority, to remain eligible as a provider. Any payments made by recipients under this section shall be in addition to, and not in lieu of, any payments made by the state for goods or services described herein.

4. The division of medical services shall have the right to collect medication samples from recipients in order to maintain program integrity.

5. Reimbursement for obstetrical and pediatric services under subdivision (6) of subsection 1 of this section shall be timely and sufficient to enlist enough health care providers so that care and services are available under the state plan for medical assistance at least to the extent that such care and services are available to the general population in the geographic area, as required under subparagraph (a)(30)(A) of 42 U.S.C. 1396a and federal regulations promulgated thereunder.

6. Beginning July 1, 1990, reimbursement for services rendered in federally funded health centers shall be in accordance with the provisions of subsection 6402(c) and section 6404 of P.L. 101-239 (Omnibus Budget Reconciliation Act of 1989) and federal regulations promulgated thereunder.

7. Beginning July 1, 1990, the department of social services shall provide notification and referral of children below age five, and pregnant, breast-feeding, or postpartum women who are determined to be eligible for medical assistance under section 208.151 to the special supplemental food programs for women, infants and children administered by the department of health and senior services. Such notification and referral shall conform to the requirements of section 6406 of P.L. 101-239 and regulations promulgated thereunder.

8. Providers of long-term care services shall be reimbursed for their costs in accordance with the provisions of section 1902 (a)(13)(A) of the Social Security Act, 42 U.S.C. 1396a, as amended, and regulations promulgated thereunder.

9. Reimbursement rates to long-term care providers with respect to a total change in ownership, at arm's length, for any facility previously licensed and certified for participation in the Medicaid program shall not increase payments in excess of the increase that would result from the application of section 1902 (a)(13)(C) of the Social Security Act, 42 U.S.C. 1396a (a)(13)(C).

10. The department of social services, division of medical services, may enroll qualified residential care facilities, as defined in chapter 198, RSMo, as Medicaid personal care providers.

Part 2 – The Medicaid Services Statute: Appropriate services for children after research and review

208.204. 1. The division of medical services may administer the funds appropriated to the department of social services or any division of the department for payment of medical care provided to children in the legal custody of the department of social services or any division of the department.

2. The department of social services shall review all cases of children in their custody to determine which cases involve children in the system due exclusively to a need for mental health services, and identify the cases where no instance of abuse, neglect, or abandonment exists.

3. Within 60 days of a child being identified under subsection 2, an individualized treatment plan shall be submitted to the court for approval and developed by the applicable state agencies responsible for providing or paying for any and all appropriate and necessary services, subject to appropriations, and shall specifically identify which agencies are going to pay for and provide such services. Services shall be provided in the least restrictive, most appropriate environment that meets the needs of the child including home, community-based treatment and supports. The child's family shall actively participate in designing the service plan for the child. The department of social services shall notify the appropriate judge of the child and shall submit the service plan developed for approval by the judge. The child may be returned by the judge to the custody of the child's family.

4. When children are returned to their family's custody and become the service responsibility of the department of mental health, the appropriate moneys to provide for the care of each child in such

situation shall be billed to the department of social services by the department of mental health pursuant to a comprehensive financing plan jointly developed by the two departments..

Part 3 – Statutory Authority for a statewide Comprehensive Children’s Mental Health Care System

630.097.1 The department of mental health shall develop , in conjunction with all departments represented on the Children’s Services Commission, a unified accountable comprehensive children's mental health service system. The department of mental health shall establish a state interagency comprehensive children's mental health service system team comprised of representation from the departments of health and senior services; social services, children’s division, division of youth services, and division of medical services; elementary and secondary education; mental health, division of alcohol and drug abuse, division of mental retardation and developmental disabilities, and division of comprehensive psychiatric services; public safety; and the office of state courts administrator, juvenile justice; and family members, to serve children with emotional and behavioral disturbance problems, developmental disabilities and substance abuse problems. This shall be called the comprehensive system management team. There shall be a stakeholder implementation advisory committee to provide input to the comprehensive system management team to assist the state departments in developing strategies and ensure positive outcomes for children are being achieved. The department of mental health shall obtain input from appropriate consumer and family advocates when selecting family members for the comprehensive system management team in consultation with the departments that serve on the Children’s Services Commission. The implementation of a comprehensive system shall include all state agencies and system partner organizations involved in the lives of the children served. These system partners may include private and not-for-profit organizations, and may serve on the stakeholder implementation advisory committee. The department of mental health shall promulgate rules for the implementation of this section in consultation with all the departments represented in the Children’s Services Commission.

2. The department of mental health shall in conjunction with the departments serving on the Children’s Services Commission, along with stakeholder implementation advisory committee, develop a state comprehensive children’s mental health service system plan. This plan shall be developed and submitted to the governor, house, senate and Children’s Services Commission by December 2004. The

plan shall define goals and outcomes. There shall be subsequent annual reports that include progress toward outcomes, monitoring, changes in populations and services, and emerging issues

3.. The comprehensive system management team shall collaborate to develop uniform language to be used in intake, assessment, and other tools to be used with children.

4. The comprehensive children's mental health services system shall:

(1) Be child centered, family focused, and family driven, with the needs of the child and family dictating the types and mix of services provided, and shall include the families as full participants in all aspects of the planning and delivery of services;

(2) Provide community-based mental health services to children and their families in the context in which the children live and attend school;

(3) Respond in a culturally competent and responsive manner;

(4) Stress prevention and early identification and intervention;

(5) Assure access to a continuum of services that:

(a) Educate the community about the mental health needs of children;

(b) Address the unique physical, emotional, social, developmental and educational needs of children;

(c) Are coordinated with the range of social and human services provided to children and their families by local school districts, social services, health and senior services, and public safety, and the family courts;

(d) Provide a comprehensive array of services through an individualized service plan;

(e) Provide services in the least restrictive most appropriate environment that meets the needs of the child;

(f) Are appropriate to the developmental needs of children;

(6) Include early screening and prompt intervention to:

(a) Identify and treat the mental health needs of children in the least restrictive environment appropriate to their needs; and

(b) Prevent further deterioration;

(7) Address the unique problems of paying for mental health services for children, including:

- (a) Access to private insurance coverage;
- (b) Public funding; and
- (c) Private funding and services;
- (8) Include the child and the child's family in all aspects of planning, service delivery, and evaluation;
- (9) Assure a smooth transition from child to adult mental health services when needed;
- (10) Coordinate a service delivery system inclusive of services, providers, and schools that serve children and youth with emotional and behavioral disturbance problems, and their families through state agencies that serve on the state comprehensive children's management team.
- (11) The system shall be outcome based.
- 5. An independent evaluation shall be completed and distributed to the General Assembly.

Part 4 – Waiver of Standard Means Test

630.210. 1. The director shall determine the maximum amount for services which shall be charged in each of the residential facilities, day programs or specialized services operated or funded by the department for full-time or part-time inpatient, resident or outpatient evaluation, care, treatment, habilitation, rehabilitation or other service rendered to persons affected by mental disorder, mental illness, mental retardation, developmental disability or drug or alcohol abuse. The maximum charge shall be related to the per capita inpatient cost or actual outpatient evaluation or other service costs of each facility, program or service, which may vary from one locality to another. The director shall promulgate rules setting forth a reasonable standard means test which shall be applied by all facilities, programs and services operated or funded by the department in determining the amount to be charged to persons receiving services. The department shall pay, out of funds appropriated to it for such purpose, all or part of the costs for the evaluation, care, treatment, habilitation, rehabilitation or room and board provided or arranged by the department for any patient, resident or client who is domiciled in Missouri and who is unable to pay fully for services.

2. The director shall apply the standard means test annually and may make application of the test upon his own initiative or upon request of an interested party whenever evidence is offered tending to show that the current support status of any patient, resident or client is no longer proper. Any change of support

status shall be retroactive to the date of application or request for review. If the persons responsible to pay under section 630.205 or 552.080, RSMo, refuse to cooperate in providing information necessary to properly apply the test or if retroactive benefits are paid on behalf of the patient, resident or client, the charges may be retroactive to a date prior to the date of application or request for review. The decision of the director in determining the amount to be charged for services to a patient, resident or client shall be final. Appeals from the determination may be taken to the circuit court of Cole County or the county where the person responsible for payment resides in the manner provided by chapter 536, RSMo.

3. The department shall not pay for services provided to a patient, resident or client who is not domiciled in Missouri unless the state is fully reimbursed for the services; except that the department may pay for services provided to a transient person for up to thirty days pending verification of his domiciliary state, and for services provided for up to thirty days in an emergency situation. The director shall promulgate rules for determination of the domiciliary state of any patient, resident or client receiving services from a facility, program or service operated or funded by the department.

4. Whenever a patient, resident or client is receiving services from a residential facility, day program or specialized service operated or funded by the department, and the state, county, municipality, parent, guardian or other person responsible for support of the patient, resident or client fails to pay any installment required to be paid for support, the department or the residential facility, day program or specialized service may discharge the patient, resident or client as provided by chapter 31, RSMo. The patient, resident or client shall not be discharged under this subsection until the final disposition of any appeal filed under subsection 2 of this section.

5. The standard means test may be waived for a child in need of mental health services to avoid inappropriate custody transfers to the division of family services. The department of mental health shall notify the child's parent or custodian that the standard means test may be waived. The department of mental health shall promulgate rules for waiving the standard means test.

Early Childhood Subcommittee Report

Report to the Children's Services Commission

Submitted December, 2003

Preface

In May 2003, the Children's Services Commission appointed an Early Childhood Subcommittee. The charge for the committee was to examine the status of Missouri's youngest citizens and develop policy recommendations for ensuring that each child has access to the opportunities he or she needs to arrive at school ready to succeed. The Commission asked an impressive group of individuals to systemically evaluate the state structure. This included assessing existing services and programs; coordination among services; and duplication and gaps in services that help families raise happy, healthy children who have the skills they need to be ready for school.

Through a series of meetings and conference calls over six months, four workgroups and the Subcommittee as a whole identified the next steps that Missouri should take to ensure success for every child. This report highlights the status of Missouri's young children and what we know from the research about the critical importance of their development. It concludes with the policy recommendations from the Subcommittee to develop a more systemic approach to helping children succeed.

The work on state indicators of school readiness will ensure accountability toward achievement of this goal. The indicators, developed by a diverse group of early childhood stakeholders, will also help fine-tune the policy recommendations over the coming years.

We are grateful for the Commission's forward thinking in a tight fiscal climate. Our deep appreciation goes out to the dedicated members of the Subcommittee for the countless hours researching, discussing, and determining what must be done to ensure our children's success and our economic future. The final report was accepted by vote of the Subcommittee with one dissenting opinion. We extend special thanks to Linda

McCart, consultant with the State Early Childhood Policy Technical Assistance Network* for her support of this important work on behalf of Missouri's youngest citizens.

Sincerely,

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* The Network is supported by grants from the Kauffman Foundation, the David and Lucile Packard Foundation, and the Ford Foundation.

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Children's Services Commission Early Childhood Report December 2003

The State of Missouri's Young Children

- In Missouri, there are 369,911 children ages 0 to 5.ⁱ
- More than 18 percent of Missouri's young children were living in poverty in 2002. The poverty rate in St. Louis City is more than double this amount—36.4 percent—with more than 80 percent of the city's children eligible for free and reduced lunches.ⁱⁱ
- About 25 percent of Missouri's children enter school with scores significantly below average on readiness assessments; another 25 percent are deemed only moderately ready.ⁱⁱⁱ
- More than 64 percent of Missouri's young children have both parents in the workforce.^{iv}
- In Missouri, children's chances of attending a high quality, accredited child care program are less than 1 in 100 (only 403 child care facilities out of Missouri's 4,250 licensed centers and homes meet accreditation standards.)^v
- In Missouri, one in five births is to a mother with less than a high school education. Among minorities, more than 27 percent of all births are to a mother with minimal education.^{vi}
- In 2001, only 79 percent of Missouri's two-year-olds were fully immunized.^{vii}
- About 10 percent of all births in 2001 had inadequate pre-natal care.^{viii}
- In 2001, about 15 percent of children from birth to age six were screened for lead.^{ix}

The Research

The research is clear. With very few exceptions, babies are born with all of the brain cells that they will need to be successful over the course of their life. The research further tells us that the first few years of a child's life can determine whether the appropriate neural pathways are developed that will be the foundation for lifelong growth and learning or whether these connections will fail

to develop leading to trouble in school, failure in relationships, and failure to reach their full potential.^x

The research is also clear that two critical factors impact the development of the brain and children's subsequent success or failure—early experiences and early relationships. Both matter.^{xi}

Children raised in safe, stimulating environments are more confident, more independent, more creative, and more willing to take growth-producing risks than children without the opportunities to build the neural connections that support these traits. In contrast, extensive research on children who were raised in less stimulating environments documents that their brains can be 20-30 percent smaller than that of an average child.^{xii}

Similarly, relationships matter. The National Research Council describes relationships as the active ingredients of healthy social and emotional development. Relationships help children understand the world and people around them. They determine whether children will form secure attachments to their caregivers, thus feeling secure in exploring their world, or insecure attachments leading to constant fears, lack of trust, and the lack of confidence they need to succeed.^{xiii}

The research also tells us what works. Dr. Ross Thompson, the Carl A. Happold Distinguished Professor of Psychology, University of Nebraska, offers the following advice.

Society's commitment to ensuring the healthy development of every child requires far more than standing on the sidelines and wishing parents the best in their efforts to benefit their offspring. It requires enabling parents to integrate work and child responsibilities constructively through family-friendly job conditions, welfare reform that does not endanger stable parent-child relationships, affordable and desirable child care arrangements, and wage policies that ensure adequate family incomes. It requires helping parents to obtain the prenatal and postnatal health care that screen children for developmental difficulties before they become severe, guarantees adequate nutrition, and can protect young children from debilitating diseases and hazardous exposures.

The relationships that matter do not end with the immediate family. They also include the relationships that young children develop and depend upon in child care. Society's commitment to ensuring the healthy development of every child requires far more, therefore, than hoping that market forces make available high-quality, affordable care for young children. It requires equipping care providers with the knowledge and resources required to provide young children the kind of focused, sensitive care that offers essential catalysts to healthy psychological growth. It

requires esteeming the relationships between children and caregivers sufficiently that there are incentives—in wages and benefits, the structure of child care work, and public support—for these relationships to provide stable, reliable support for young children. Society's commitment to ensuring the healthy development of each child requires that all the relationships that young children rely upon are valued and supported.^{xiv}

Likewise, schools must be ready for all children. Every school must ensure that teaching strategies are adapted to each child's specific learning needs. Ready schools also smooth transitions between home and school or child care and school, are committed to the success of every child, and adapt practices and programs to ensure that all children benefit.^{xv}

The federal No Child Left Behind legislation mandates that schools guarantee that all third grade students are reading at grade level. The legislation also includes accountability measures that require schools to close achievement gaps between poor and non-poor and between minority and Caucasian children. Research confirms that quality early childhood experiences can have a significant impact on narrowing the gap before children come to school. Research also indicates that developing partnerships with parents and community service providers helps schools address these issues.^{xvi}

Finally, there is growing evidence that investments in early childhood interventions are sound social policy and good economics. Various studies indicate a range of long-term savings that far exceed government's original investment. These savings accumulate by diverting children and adolescents from welfare and crime, by reducing their need for special education and extensive health services, and by increasing earnings thus generating higher tax revenues. This body of research also confirms that quality interventions carefully targeted to children who need the most help are the most likely to produce savings that will exceed initial costs.^{xvii}

Dr. James J. Heckman, the 2000 Nobel Laureate in Economic Sciences and currently serving as the Henry Schultz Distinguished Service Professor of Economics at the University of Chicago, makes a compelling case for increasing investments in the early years.

Learning starts in infancy, long before formal education begins, and continues throughout life. Recent research in psychology and cognition demonstrates how vitally important the early preschool years are for skill formation. Significantly, this is a time when human ability and motivation are shaped by families and non-institutional environments. Early learning begets later learning and early success breeds later success, just as early failure breeds later failure. Success or failure at this stage lays the foundation for success or failure in school, which in turn leads to success or failure in post-school learning.^{xviii}

According to Dr. Heckman, “the real question is how to use the available funds wisely. The best evidence supports the policy prescription: **Invest in the very young.**”^{xix}

The Process

Like many states, Missouri has spent a number of years planning and working to develop a statewide system that provides the services and supports that families with young children need in order to help their children grow and succeed. We have made some progress and the work of the Subcommittee builds on the efforts of many agencies, organizations, and individuals over the last several years to enhance young children’s well-being. These efforts have been supported by several grants from the foundation community, the public sector, and state investments. The generous support from the Ewing Marion Kauffman Foundation and the Danforth Foundation have underwritten planning, data collection, and communications and supported professional development initiatives through the University of Missouri–Columbia. The Kansas City Community recently secured U.S. Department of Education and U.S. Department of Health and Human Services grants, and the Missouri Department of Health and Senior Services has secured a U.S. Department of Health and Human Services planning grant. Among the accomplishments are the following.

- Developed indicators in five critical domains to measure state progress toward achieving school readiness for every child
- Implemented the Workforce Incentive Project (WIN), an incentive system to recruit and retain high quality child care staff
- Developed a collaborative partnership and implemented the Teacher Education and Compensation Helps (TEACH) project to enhance early childhood teacher education, compensation, and subsequent retention
- Launched the Start-Up and Expansion Grant Fund to support new and existing child care centers
- Launched the Missouri Preschool Project to support school districts and others in establishing high quality preschools
- Established the Accreditation Fund to provide technical assistance to centers and homes seeking accreditation
- Implemented full-day Kindergarten in 508 of 524 school districts, covering 78 percent of the states’ 64,000 Kindergarten students
- Implemented the School Entry Assessment Project, an interagency initiative to examine readiness factors and lay the foundation for further work on school readiness

- Adopted and implemented the Core Competencies for Early Educators in Missouri and Kansas establishing standards for early care professionals in eight critical areas
- Established OPEN (Opportunities in a Professional Education Network), a career development initiative for early childhood education professionals
- Adopted early learning standards for pre-school children for use in child care centers and Head Start and by parents
- Established and implemented a statewide health consultation network to improve health and safety conditions in child care centers

Yet, much remains to be done. State Representative Vicky Riback Wilson, Chair of the Children's Services Commission, charged the Early Childhood Subcommittee with developing recommendations for creating a cohesive system that results in the healthy development of and high quality education for Missouri's youngest citizens. She emphasized that the proposed strategies should focus on two policy goals:

1. improving and increasing access to services
2. ensuring that existing services and programs work together more efficiently and effectively.

Based on a vision for a comprehensive early childhood system, the Subcommittee was divided into four workgroups to address the charge.

- State Infrastructure and Early Childhood Programs
- Ready Schools and Family Support
- Health, Mental Health and Nutrition
- Economic Opportunity and Safe Environments

Following much discussion, the Subcommittee reached two key conclusions. First, each state department has made great strides in enhancing services and programs for young children and their families. Second, while Missouri has made much progress, no entity has the distinct charge, authority or accountability to conduct statewide systems planning or to ensure that the state's resources to support young children are being used in the most effective and efficient ways.

Thus, a key recommendation from the Subcommittee is to establish a formal infrastructure—a Coordinating Board for Early Childhood—in state statute, linked with the Children's Services Commission, to coordinate the complex array of existing programs and services for young children. The Coordinating Board would be authorized to receive public and private funds.

The Subcommittee also identified various policy actions that can be taken both immediately and over the next several years to develop a comprehensive system of services and supports for young children and their families. These recommendations are identified as administrative or legislative. They are

prioritized as either short- or long-term. It is encouraging to note that many concrete steps can be taken without additional resources.

This report is designed to serve as the framework for development of a long-range strategic plan for ensuring that Missouri's youngest citizens have access to what they need to be healthy, happy, and ready for school. The subsequent section begins with details about a Coordinating Board for Early Childhood. It then highlights the recommendations from each workgroup with a brief rationale for why such action is needed. It concludes with a challenge to invest now in ensuring Missouri's future.

The Recommendations

The workgroups and the Early Childhood Subcommittee recommends a series of policy actions that will continue Missouri's forward movement toward an organized system of services that better support young children and their families. They have been grouped into three broad action steps to be taken over the next several months and years.

Action Step One: Establish in state statute a Coordinating Board for Early Childhood.

Rationale. Missouri lacks a formal coordinating body for systemic planning, accountability, and integration of the vast array of services and programs that support young children and their families. This results in fragmentation, overlap, and gaps in services. It also makes accountability for improved outcomes for young children difficult and presents challenges in maximizing limited resources.

A Coordinating Board for Early Childhood should be established as a separate legal entity—a Body Corporate and Politic—linked with the Children's Services Commission. The Board would be composed of fifteen to nineteen members representing a diverse mix of public and private individuals. Members would include representatives from the Governor's office, the Lieutenant Governor's office, the Children's Services Commission, the Family and Community Trust Board, state departments (minimally, DESE, DHSS, DMH and DSS), Head Start, business, philanthropy, civic groups, education—public schools and higher education, faith-based organizations, parent groups, advocacy organizations, and early childhood service providers.

Responsibilities of the Board would include the following.

- Develop and implement a comprehensive, statewide, long-range, strategic plan for a cohesive early childhood system built on existing efforts and plans

- Determine legislative strategies for fiscal support of services for young children
- Be accountable for the effective use of resources, including monitoring and responding to key school readiness indicators
- Coordinate existing services and programs across state departments and with the private sector
- Explore, and where possible, leverage funding to maximize resources
- Encourage and support the pursuit of rule waiver authority in support of the statewide plan
- Promote research-based approaches to services and assure ongoing program evaluation
- Solicit private resources—people and dollars—and receive and expend public and private funds in support of the strategic plan
- Identify and close service gaps and reduce duplication of services
- Ensure the efficient and effective delivery of services

While appropriations to state agencies would remain under the fiduciary authority and control of individual departments, based on recommendations from the Board resources should support the statewide strategic plan and be used in the most effective way to leverage private and corporate investments.

The Subcommittee also recommends that local coordinating boards be established to provide leadership and guidance within communities. The Board should develop a process for formally designating local partners. Where such entities already exist, e.g., Family and Community Trust partnerships, these bodies might assume responsibility for coordinating early childhood services at the local level. If such entities do not currently exist, the Coordinating Board would provide technical assistance to establish them.

Expected Outcomes. Establishment of a central entity charged with creating a statewide early childhood system will provide the following benefits.

- Centralized, authorized locus for systemic planning, ensuring that state agencies are working together and with the private sector to build a comprehensive system
- A formal entity distinctly focused on improving outcomes for young children
- Coordinated fiscal plans and accountability across departments
- A formalized, coordinated mechanism for engaging the private sector and promoting strategic investments
- Streamlined programs and services, including more efficient and effective use of resources.

Action Step Two: During state fiscal year 2004, implement several new policies to increase access to quality child care and improve existing services.

Rationale. Numerous studies tell us that quality interventions targeted to the most at-risk children, e.g., those in poverty and those whose mothers have minimal education, produce significant results, including reductions in special education, enhanced school performance, reductions in involvement in the juvenile justice system, and increased earnings.

The Subcommittee identified several policy strategies to increase access to services for Missouri's most disadvantaged families and to improve the quality of services for young children, including ensuring their health and safety in out-of-home care. The following specific steps are recommended for policy action during state fiscal year 2004.

Legislative Action—Early Childhood Programs

- Cap the total number of children that can be cared for without licensure at ten
- Set reimbursement rates for families receiving child care subsidies to provide access to 75 percent of the market by 2015
- Increase eligibility levels for child care subsidies from 115 percent of poverty to 150 percent of poverty by 2015

Legislative Action—Economic Opportunities and Safe Environments

- Require all registered child care providers to complete basic training in health and safety and subsequently to complete a health and safety checklist

Administrative Action—Early Childhood Programs

- Pilot a quality star rating system for child care centers and homes

Administrative Action—Ready Schools and Family Support

- Continue double count payments for Pre-Kindergarten students for summer school
- Require collaboratively developed transition plans to ease the transition for children entering Kindergarten through the Missouri School Improvement Process
- Require completion of early childhood courses for certification of elementary school principals
- Provide professional development to teachers on effective strategies for working with families via the Regional Professional Development Centers
- Increase the number of visits by Parents as Teachers for 3-5 year-olds based on need
- Increase the number of high-need families participating in Parents as Teachers
- Assure adoption of Parents as Teachers quality standards and family involvement design by all school districts and PAT programs

Administrative Action—Health, Mental Health, and Nutrition

- Increase educational outreach to child care providers on injury prevention
- Increase the percentage of young children in poverty screened for lead
- Maximize utilization of EPSDT screenings and follow-up
- Increase competencies of child care providers in promoting emotional development
- Increase access to mental health services for children on MC+
- Promote development of mental health consultation expertise for the early childhood population through the Children's Mental Health System of Care Team

Administrative Action—Economic Opportunities and Safe Environments

- Ensure all licensed child care centers and homes are smoke free
- Expand business development support to encourage entrepreneurship in rural areas by working with University Extension and utility cooperatives
- Establish Individual Development Accounts for TANF-eligible families by expanding utilization of the existing Family Development Account tax credit program and TANF resources
- Increase support to foster and adoptive parents of young children, including specialized training in child development

Action Step Three: Over the next two years, the Coordinating Board for Early Childhood in collaboration with the Children's Services Commission and other key stakeholders should prioritize and develop an implementation plan for a series of policy recommendations to continue quality improvements and increase access to services.

Rationale. The research is clear. Young children need: loving parents; nurturing relationships with caring adults; safe, stable, stimulating environments; adequate health care and food, and opportunities to explore and learn.

The Subcommittee offers the following broad policy action steps for consideration. These steps will create a framework for development of a more comprehensive, long-range strategic plan to ensure that all of Missouri's young children have the essential ingredients for their success. More specific recommendations to achieve this goal are identified in the Appendix.

Early Childhood Programs

- Expand access to quality care and education for children in poverty, e.g., increase state investments in Early Head Start
- Provide developmental screenings for all two-year-olds and appropriate follow-up services

Ready Schools and Family Support

- Develop effective networks of family support services, building on existing home visitation models

Health, Mental Health, and Nutrition

- Address the shortage of pediatric oral health professionals
- Improve access to health care and ensure establishment of medical homes, especially for children in poverty and those with special health care needs
- Improve access to services for young children with special needs, including developmental delays
- Increase access to, and when needed utilization of, mental health services for young children

Economic Opportunities and Safe Environments

- Establish a state Earned Income Tax Credit refundable at 20 percent of the federal Earned Income Tax Credit by 2010
- Establish a dependent care tax credit by 2010
- Create incentives for business investment in early care and education
- Improve the capacity of the child welfare system to ensure the healthy development of young children

Conclusion

The first years of a child's life are ones of amazing growth and development. Research confirms that what happens during these years—from birth to about age eight—creates either a fragile or solid foundation for the rest of a child's life. We know that the environments where children spend time—whether at home, at Auntie's, or in a child care center—matter, and that the relationships infants, toddlers, and preschoolers have with their caregivers matter.

We know that parents who work need to be comfortable with the care their children are receiving to be productive in the workplace. We know that children who are hungry, tired, ill, or upset, and those with behavior problems have difficulty sitting still, getting along with others, paying attention, and following directions—all necessary skills for participating in formal education. We know that children who do not experience reading, cuddling, and being held shy away from exploring their world and trying new things. Research indicates that young children who start school behind their more advantaged peers often fall further behind and the achievement gap continues to widen.

We know what works. Research tells us that carefully designed quality interventions targeted to the most disadvantaged children have significant impacts on children's school performance. We know that children raised in stimulating environments—full of play things, safe places to explore, and adults who care about them—are more confident, more independent, more creative, and more willing to take growth-producing risks. Children without these opportunities fail to build the neural connections that support these traits.

We know that investing in young children is good economics and sound social policy. Art Rolnick, Senior Vice President and Director of Research at the Federal Reserve Bank of Minneapolis and one of Minnesota's most influential economists, submits that investments in quality early care and education can produce a conservative 12 percent rate of return, adjusted for inflation—a rate higher than for any other public investment. These returns arise from reduced costs of special education, increased rates of graduation, decreased costs of welfare and crime, and increased earnings.^{xx}

Missouri has an unprecedented opportunity to lead the nation by developing a comprehensive, coordinated system to support young children and their families. Key to achieving this goal is establishing a Coordinating Board for Early Childhood as the formalized, authorized body responsible for creating and implementing a long-range strategic plan leading to a cohesive early childhood system. The report also highlights additional steps that are necessary to ensure that every young child in Missouri will have the essential ingredients they need to succeed and subsequently build a strong economic future for generations to come.

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- ⁱⁱ Citizen's for Missouri's Children. *Kids Count In Missouri 2002 Data Book*. St. Louis: Citizens for Missouri's Children, 2003.
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- ^{xv} Shore, R. *Ready Schools: A Report of the Goal 1 Ready Schools Resource Group*. Washington, D.C.: National Education Goals Panel, 1998.
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- ^{xvii} Karoly, L.A., Greenwood. P.W., Everingham, S.S., Hoube, J., Kilburn, M.r., Rydell, C.P., Sanders, M., and Chiesa, J. *Investing In Our Children: What We Know and Don't Know About the Costs and Benefits of Early Childhood Interventions*. Santa Monica, CA: RAND, 1998.
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Appendix D: Parental Responsibilities Subcommittee Report

Report to the Children's Services Commission

November 24, 2003-revised Jan. 8, 2004

Policy, Procedure and Programming Recommendations Related

to

Parental Responsibilities

The Children's Services Commission is charged with: "making recommendations which will encourage greater interagency coordination, cooperation, more effective utilization of existing resources and less duplication of effort in activities of state agencies which affect the legal rights and well-being of children in Missouri."

Background of the Parental Responsibilities Sub-Committee

This sub-committee was formed in 2003 in response both to research findings (Dannerbeck 2003) presented to the Commission indicating that many delinquent youth had been subjected to ineffective parenting practices and in response to parenting needs Commission members found in their own communities.

Members: Charles Jackson, sub-committee chair and Director, Department of Public Safety

Anne Dannerbeck, Ph.D., University of Missouri School of Social Work

Tammy Gillespie, Director, Family and Community Resource Program, University Outreach and Extension

Bill Heberle, Director, Children's Trust Fund

Kate Wright, private citizen

Margi Bilyeu, Department of Public Safety

In addition, valuable assistance was received from:

Karen Hoelker, Parents As Teachers National Office

Carol Mertensmeyer-Ryan, Director, Parent Link

Darin Preis, Missouri Head Start State Collaboration Office

Activities: This body met three times to discuss issues, formulate a plan of action, and develop recommendations. A Parenting Responsibilities focus group was held at a juvenile treatment facility with young men, some fathers, and some intending to be fathers in the future. The purpose of the focus group was to elicit information on their attitudes and behaviors regarding parenting, accessing outside help as a parent, and regarding three specific programs widely offered in Missouri: Head Start, Parents as Teachers, and Parent Link.

Current Situation: Many parenting programs and resources exist in Missouri for all types of parents with children of various ages and needs. These programs include traditional day care centers, child care programs that include wraparound services for the family, namely Headstart and Early Headstart, in-home visitation programs like Parents As Teachers, and parenting information resources like Parent Link. Given the high incidence of ineffective parenting associated with abused and neglected children and adjudicated youth, these programs must not be reaching an important segment of their audience.

Recommendation 1

Develop a statewide distribution and access point for information on parenting.

Recommended Plan of Action

- ParentLink could be the statewide contact point. Parent Link provides easily accessible (via toll-free telephone line, internet access, and information kiosks in public places) information about parenting issues to parents, professionals, and communities. Their resources include on-line information about child development as well as community-based programs serving parents and children, expert staffed phone lines, and supports for communities looking to better meet the needs of local youth and families. Recognition from the Commission will facilitate the further dissemination of this parenting resource network and will help in identifying one contact that everyone can use.
- A link can be created from the Commission website to Parent Link.

Recommendation 2

Encourage more innovative distribution of information about parenting programs.

Recommended Plan of Action

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- Explore the use of Extension Resource Centers' video interactivity teleconferencing abilities as one approach to expanding access to parenting programs.
 - Promote awareness of parenting information to a broader distribution network including faith-based institutions, hospitals, emergency responders, schools, health departments and other public agency offices.

Recommendation 3

Better coordinate programs and activities among publicly funded parenting programs.

Recommended Plan of Action

- Encourage more inter-agency coordination among all branches of government at the state and local level and the Children's Trust Fund in disseminating information on parenting programs.
- Call for a summit of publicly funded parent programs to develop a plan of action to better coordinate their programs and publicize them.
- Work with Community Connections (web-based source of information on statewide community resources) to identify parenting programs.

Recommendation 4

Develop a way to assess and communicate the level of effectiveness of parenting education programs available in the state.

Recommended Plan of Action

- Inform judges about the existence of the assessment mechanism.
- Identify ways to disseminate the assessments to stakeholders.

Appendix C: Children of Incarcerated Parents Subcommittee Report

Report to the Children's Services Commission

Introduction

In accordance with the provisions of SB720 passed in 1998, the Children of Incarcerated Parents Task Force was established during the March 22, 1999, meeting of the Children's Services Commission. Current members of this special Task Force include:

Co-Chairs

Senator Betty Sims, District 24
Representative Vicky Riback Wilson, District 25

Members as of October 2002

Judge Susan Block, Family Court of St. Louis County
Fannie Gaw, Department of Corrections, Probation and Parole Board
Charles Jackson, Director, Department of Public Safety
Gary Kempker, Director, Department of Corrections
Kathy Martin, Director, Department of Social Services
Linda Roebuck, Deputy Director, Department of Mental Health
Julie Rollins, Women's Program Manager, Department of Corrections
Mark Steward, Director, Division of Youth Services
Betty Thompson, Representative, District 72

Other Participants

Barbara Baker, Center for Women in Transition
Sister Fran Buschell, Diocese of Jefferson City

Dr. Anne Dannerbeck, School of Social Work, University of Missouri
Marie Kenyon, School of Law, St. Louis University
Pam Palacios, Mothers and Children Together
Sandy Rempe, Department of Public Safety

Purpose

In accordance with SB720 passed by the General Assembly of the State of Missouri, and RSMo 210.875, 210.877, and 210.879 (*Appendix A*), the Children of Incarcerated Parents Task Force was established to improve the lives of children affected by the incarceration of a custodial parent.

Goal

The goal of this Task Force is to review and study the effects of incarceration on the children of individuals in the custody of the Missouri Department of Corrections or the Division of Youth Services and recommend to the legislature and executive branch, appropriate changes in laws and policies that are in the best interest* of the children of Missouri. This report is intended to serve as a guide for continuing attention, action, and policy change on behalf of the children of incarcerated parents.

Values and Objectives

The Task Force recommends that the following values guide future statutory and policy change.

1. Incarceration should be used only to the extent that it is effective, as evidenced by sound research.
2. Alternatives to incarceration should be preferred public policy for nonviolent offenders.
3. Offenders should be able to spend time with their children, when contact is in the best interest of the child.
4. Intensive wrap-around and community-based services are essential to assist the children of incarcerated parents and their caregivers during the time of parental incarceration. These services are also needed to assist offenders make a successful transition back into their community and family upon release from detention.

History

The Task Force has met regularly for the past four years (*Appendix B—minutes*). On December 1, 1999, the Children’s Services Commission submitted an initial report on the Task Force’s findings relative to custody and visitation patterns to the General Assembly of the State of Missouri (*Appendix C*).

Since the initial report, areas of study, in addition to the focus required in the legislation, have been identified. These include the (1) analysis of the current population of incarcerated parents, (2) the pre-incarceration process for offenders with children, (3) sentencing practices of the state of Missouri, (4) the support systems that are in place for incarcerated parents and their children, (5) the impacts on children of having an incarcerated custodial parent, and (6) recommendations for statutory and policy changes that emphasize the best interests of the children of Missouri.

The Task Force recognizes the importance of both incarcerated mothers and fathers. Due to budget and time constraints, however the Task Force’s initial focus has been with female offenders. This population was identified for the following reasons:

1. Fewer women than men are incarcerated, and they are consolidated into fewer facilities.
2. Mother’s are more likely than fathers to be the primary caregiver of children at the time of arrest.
3. Issues surrounding paternity make identifying incarcerated fathers problematic.

Nevertheless, the Task Force continues to look at programs and policies that affect fathers. It is the intention of the Task Force to continue to explore recommendations regarding fathers and mothers.

In 1998, Missouri’s Children’s Services Commission was one of the first states to initiate study and action regarding children of incarcerated parents. Since that time, several other states and interest groups have begun to investigate this topic. The state of California is home to the Center for Children of Incarcerated Parents (CCIP). The CCIP established the Prison Parents Education Project in 1990. Child developmental specialists and formerly incarcerated parents developed PPEP to educate incarcerated parents on the many issues their children face, and how the parents can best facilitate successful development in their children.

Accomplishments

The initial efforts of the Task Force resulted in the revision of the Missouri Department of Corrections’ policies and practices regarding family-friendly visiting environments. The changes were prompted, in part, by a comprehensive, face-to-face survey of female offenders with children. The survey, conducted in the summer of 1999, asked each

offender for suggestions on how to improve their relationship with their children, among other questions.

The Department of Corrections is presently involved in developing three re-entry initiatives that ensure a seamless transition into society after incarceration. The first of these initiatives, the Female Re-entry Program, allows for employment and wrap-around services to be established for women returning to St. Louis from Women's Eastern Diagnostic and Correctional Center prior to their release. Wrap-around services include childcare, transportation, mental health, substance abuse, medical, and housing. The second program is the Serious and Violent Re-entry Grant. This program targets women who have been convicted of serious and violent crimes. The services offered to this population are the same as the Female Re-entry Program. Finally, the Department of Corrections is receiving technical assistance from the National Institute of Corrections regarding Transition from prison to community. This initiative encourages re-entry planning to begin the day prisoners come into the correctional facility and to continue until the day of release.

A Women's Program Manager was hired by the Missouri Department of Corrections to coordinate efforts to provide services for incarcerated women and evaluate their success in transitioning back into their communities following release. A Women's Advisory Committee has been formed with representation from Mental Health, Health and Senior Services, Prosecutor Services, Office of the Court Administrator, and other community organizations to assist the Department of Corrections on issues relative to incarcerated women. A Women's Issues Committee has also been formed with Department of Corrections staff to address the needs of women offenders in the criminal justice system. These committees work to address issues regarding incarcerated women, women under supervision, training needs for those staff working with women and gender specific policy and procedures that recognize the differing needs of men and women prisoners.

The Department of Youth Services identified those youth in their custody who had incarcerated parents or those who have children of their own. (*Appendix D*)

In September of 2001, Mothers and Children Together of St. Louis received an 18-month planning grant from the National Institute of Corrections to develop a comprehensive plan for providing services to the children of prisoners. The team is currently identifying gaps in services that children of prisoners and their caregivers face, and developing comprehensive community strategies to address these issues.

<h2>Task Force Progress</h2>

❖ Current Population of Incarcerated Parents

While Missouri is the seventeenth most populous state in the union, it is among the top ten for number of persons behind bars (U.S. Census, 2000). As of 2001, there were

2,077 female inmates in the state of Missouri, which leads the Midwest in women behind bars. Non-violent convictions account for 60.77% of the female incarcerated population. Nearly fifty percent of the women presently incarcerated have no history of criminal activity. In a recent survey conducted by the Missouri Department of Corrections, over seventy-eight percent of incarcerated women reported having at least one dependent—leaving over 4,000 Missouri children without mothers. (*Appendix E—Status Report on Women Offenders*).

It is not cost-effective to incarcerate nonviolent offenders. The average cost for a woman to be incarcerated is slightly over \$36 per day. The cost to the Department of Family Services for her children to be in foster care for fiscal year 2002 was between \$ 227.00 and \$307.00 per month, per child (depending on the age of the child). The cost for a person on probation or parole supervision is only \$3.34 per day. Even when considering the cost of intensive services, alternative sentencing costs the state significantly less than the cost of incarceration.

❖ **Current Approaches for Sentencing of Custodial Parents**

- *Traditional Sentencing*— Although Missouri has enacted legislation supporting the practice of restorative justice; most women continue to serve punitive sentences for non-violent criminal activity.
 - ✓ According to the Department of Corrections' 30-year overview of the women offender population, there was a 311% increase in the number of incarcerated females from 1978-1988. From 1988 to 2001, there was an additional 234% increase. (*Appendix E*)
 - ✓ As of October 2002, the state of Missouri has 1,521 female parolees and 10,182 male parolees; 11,866 female probationers, and 37,487 male probationers.
- *Alternatives to Incarceration*— Because the majority of incarcerated women are the primary custodian of at least one child under the age of 18, it is important to investigate alternatives to traditional sentencing in an effort to maintain families, when doing so is in the best interest of the child. Alternative sentencing and intensive wrap-around services also assist in breaking the generational cycle of incarceration. Alternative sentencing is presently used on a very limited basis.
 - ✓ *Drug Courts* are an effective alternative to incarceration. Offenders are typically offered a stay of prosecution if they agree to participate in a court-supervised treatment program. Upon successful completion of the program, the participant may be discharged without a criminal record; however, failure to complete the program results in the filing of criminal charges. This program allows mothers who are charged with drug offenses to maintain the caregiver role while receiving treatment for their addictions. There are presently 58 drug

courts in operation in the state of Missouri. Unfortunately drug courts are often underutilized because judges and prosecutors may only refer an offender to the program after the offender has pleaded guilty. Missouri drug courts have been remarkably effective, yet their successfulness continues to go unrecognized. (*Appendix F*)

- ✓ *Mental Health Courts* serve offenders with co-occurring disorders (mental disorder and substance abuse disorder), developmental disabilities, or head injury in the criminal justice system. The pilot program, in Springfield, Missouri, offers many of the same benefits that the Drug Court program offers, in addition to providing care for offenders with mental disorders. The goal of the MHC program is to reduce the number of offenders with co-occurring disorders committed to the Department of Corrections while still providing for public safety. Successful completion of the program may result in deferred prosecution for the offender. (*Appendix G—Mental Health Court*)
- ✓ *Restorative Justice* (commonly referred to as RJ) is another common form of alternative sentencing. RJ seeks to address a specific offense through direct restitution to the victim (financially or through services provided by the offender) or indirect restitution via community service. Although RJ includes a broad range of practices, the most common is victim-offender mediation. This practice has been shown to be an effective approach for dealing with crime, as well as reviving the community. This comprehensive approach seeks not only to repair the physical damage but also the personal and emotional damage through face-to-face communication. While RJ has become increasingly popular for juvenile offenders, it has not been largely employed for adult offenders.
- ✓ Various other states use innovative alternative sentencing programming. These programs merit further research to determine what the best practices are in regards to alternative sentencing that could be utilized in the state of Missouri.

While alternative sentencing has been legislatively endorsed, and in spite of the fact that evidence exists that alternatives can be both cost-effective and reduce recidivism rates, such programs are still under-funded and under-utilized by prosecuting attorneys and judges.

❖ Pre-incarceration Process for Custodial Parents

When a custodial parent is arrested, the State of Missouri has no specific policy or routine process to identify and coordinate what happens to the dependent children. Although the

Department of Family Services uses Notice of Incarceration forms (*CS-2, CS-2-ATT—Appendix H*), these forms do not provide information about what will happen to the children of the arrested parents, nor do they provide information about what will happen to that parent's custodial rights upon incarceration. Presiding judges may be unaware of the issues surrounding the Termination of Parental Rights (TPR). Incarcerated parents may also be unclear about TPR. This lack of information, and general distrust of government, often encourages parents to withhold information at the time of their arrest. They may be reluctant to provide information regarding the number of children they provide care for, the paternity of those children, and the present location of their children, because they fear what might happen to those children. This insufficient information leads to children receiving less than appropriate care while their custodial parent is incarcerated.

❖ Existing Support Systems for Children of Incarcerated Parents

There are a variety of existing private organizations that have developed support programs and services for incarcerated parents and their children. An inmate's participation in these programs is usually dependent upon his/her behavior (an inmate must be violation free for 90 days in order to participate in most programs). Therefore, the parent's poor behavior adversely affects their children. Participation in these programs is intended to strengthen parent-child bonds, not be used as means of punishment for inmates' poor behavior. In addition, children of incarcerated parents end up being harmed by not being allowed to visit with their parent.

- *Girl Scouts Behind Bars*
 - The Girl Scout Council of Greater St. Louis has formed troops for girls whose mothers are in prison. This special troop arranges transportation for girls to see their mothers in prison. Mothers are allowed to help their daughters with girl scouting projects thus enhancing the bond between mother and daughter while the mother serves her sentence. Although a national project, in Missouri this program is presently only available in the Greater St. Louis area. GS behind bars is funded through grants and donations from private industry.
- *Living Interactive Family Education Program*
 - The L.I.F.E. program was developed jointly between 4-H, University of Missouri-Columbia Outreach Center and incarcerated fathers to address the needs of children of incarcerated parents. Fathers participate in parenting classes as well as structured activities with their sons. The L.I.F.E. program seeks to enhance visitation programming at a maximum-security prison in Missouri.
- *Mothers and Children Together*
 - M&CT is a collaborative program committed to promoting family unity, when the primary caregiver is incarcerated. This program

arranges transpiration for children to visit their mothers at the Women's Eastern Reception and Diagnostic Correctional Center four times a year. The program also provides group processes in the schools for children with family members in prison, and acts as an advocate for children in the criminal justice and social services systems.

In addition to privately funded programs, the Missouri Department of Corrections, in cooperation with other groups, also offers programs and services within the prisons to facilitate the bond between incarcerated parents and their children.

- *StoryLink*
 - Offers offenders the opportunity to read to their children via audiocassette.
- *Parents as Teachers*
 - In partnership with local school districts, PAT is a project that provides incarcerated parents with parenting classes.
- *Parents and Their Children*
 - PATCH is an organization that strives to maintain and strengthen the bonds between children and their incarcerated parents. The program arranges transportation for children to see their incarcerated parents, assisting in the maintenance of the parent/child bond while the offender is away.
- *Parenting Classes*
 - A series of videos, workshops, and discussions are offered at detention facilities to enhance the parenting skills of incarcerated mothers and fathers. Unfortunately these classes are not geared towards the developmental stages of the inmates' children and are therefore not necessarily beneficial for all inmates with children.

The Department of Corrections also offers programs that are available for all inmates to participate in, but may be particularly beneficial for parents. These programs can be particularly beneficial for parents in increasing their chances for success in their community and family after release.

- *Substance Abuse Programs*
 - Several drug rehabilitation programs currently exist for women in detention facilities. These programs are run by staff, who are trained for gender specific rehabilitation. Drug treatment programs offered through the MO DOC include:
 - 120-day Program
 - 84-day Program—for returning women as a result of parole violations.
 - Long Term Drug Program—one to two year program
 - 180-day Offenders Under Treatment Program (OUT)

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- Also Available are AA, NA, and the 12-step program that meet weekly under the guidance of staff or volunteers.
 - *Vocational and Educational Training Programs*
 - Vocational Education is critical to reducing recidivism rates. There are a variety of trade programs offered by the MO DOC available for women who choose to participate.
 - Additional Services are available through the Department of Justice (*See Appendix E*)

There are also post-release programs within communities to assist parents with the transition from incarceration back into their communities and families.

- Center for Women in Transition—CWIT began in 1993 in an effort to connect women with necessary resources to make their transition back into mainstream society easier. They provide one-on-one mentoring and a variety of other programs to help women restore faith in themselves and the hope that they can have a life beyond prison.
- C-STAR—The C-STAR Alternative Care Program was developed in accordance with the Missouri Revised Statutes, Chapter 191, as a pilot program to be one alternative to incarceration. It is designed for female offenders being released from correctional institutions, as well as those under probationary supervision. As a joint effort by the Missouri Department of Corrections and the Missouri Department of Mental Health, Division of Alcohol and Drug Abuse, this program offers outpatient substance abuse counseling, family therapy, and other support services to women and their children while facilitating reintegration with the family and community. Alt-Care Programs are located in Kansas City and St. Louis.

A variety of other community and religious organizations provide services to incarcerated parents and their children. However, without adequate coordination, it is impossible to list all such services. Although a variety of support systems are available, there are still many needs that are continually overlooked. This Task Force would like to see other ideas implemented to assist children of incarcerated parents, particularly those living in rural areas of Missouri, where resources are not readily available.

❖ **Impacts of Incarceration on the Children**

The incarceration of a custodial parent is extremely traumatic for a child. One in five children affected by the incarceration of a parent will witness that parent's arrest, and those who do not will reconstruct it with their vivid imaginations. After the arrest of a parent, a child's living arrangements are disrupted and often uncertain. A child of an

incarcerated parent generally lives with another relative or in a state-funded placement, such as foster homes or residential care facilities, while that parent is serving time in prison. Often these conditions result in the child living in poverty. Contact with an incarcerated parent is limited at best. Most facilities do not have child-friendly environments for visits. Prison visits are costly and time consuming and are often not feasible, especially for families with limited resources, who are most affected by the arrest of a single custodial parent. Children often experience sadness, guilt and the feeling of aloneness while separated from their parent.

The stigma of incarceration has a significant impact on a child's life. Teasing and taunting by peers is embarrassing and exacerbates problems at school. At risk behavior increases with the incarceration of a parent, including, but not limited to, poor academic performance, truancy, dropping out of school, gang involvement, early pregnancy, drug abuse, and delinquency. Over 13 percent of children of incarcerated parents are themselves involved with the criminal justice system in the state of Missouri before the age of 18. The incarceration of a custodial parent is exceptionally costly, not only for our children, but also for our state.

❖ Continued Research

Research efforts by various groups continue to look at the impacts that the incarceration of a parent has on a child, and what the best practices are in regards to maintaining the best interest of the child.

- ✓ Examining the Relationship between Parental Incarceration and Juvenile Delinquency. *Grant Proposal for Dr. Anne Dannerbeck, University of Missouri-Columbia, School of Social Work* (Appendix—I)
- ✓ Project L.I.F.E. continues to research the impact of enhanced visitation programs on the children of incarcerated parents. (*Appendix—J*)
- ✓ Mothers and Children Together is presently working to develop a comprehensive plan for services to children of prisoners via their planning grant from the National Institute of Corrections. M&CT has also provided the Task Force a list of additional recommendations regarding children of incarcerated parents (*Appendix K—Collaborative Planning Process for Children of Incarcerated Parents*)
- ✓ The California State Library Research Bureau is currently conducting a Task Force on Children of Incarcerated Parents. Their final report will be available in April of 2003.
- ✓ The state of Indiana has instituted progressive visitation and alternative sentencing policies that enhance the bond between incarcerated parents and their children. Indiana's programs, such as Residential Community Corrections, Day Reporting, and the Families in Transition Program, could be used as models in Missouri.

Conclusions and Task Force Recommendations for Statutory, Rule and Policy Change

Missouri is fortunate to have many programs that strive to build or maintain parent-child relationships, yet there is little coordination of these resources and much remains to be done. Too often, the children's needs are ignored when sentencing non-violent offenders. The Task Forces encourages that a holistic approach be used in providing for the needs of the children of incarcerated parents. The Children of Incarcerated Parents Task Force believes that education and training on what constitutes the best interest of the child is one key factor for improving the lives of children affected by the incarceration of a custodial parent. Also important in improving the lives of these children is the consistent use of alternative sentencing for custodial parents; the promotion of family bonding while a parent is incarcerated, when the child's best interests are served by family preservation; and intensive wrap-around and community services are made available and accessible after the parents release.

Many groups are working on issues that impact the recommendations of this Task Force. It is the intention of the Children's Services Commission to work with the Families and Communities Trust, the Child Abuse, Custody and Neglect Commission, State Departments and other private and public entities to encourage and facilitate the implementation of these recommendations. While some of these recommendations may be beyond the scope of the original charge of the Task Force, they have all been found to have an impact on incarcerated parents' success in building and maintaining a strong family unit.

The following recommendations have been developed to insure that the best interest of the children of Missouri will become a factor in determining appropriate placement for nonviolent offenders with children.

The Children's Services Commission respectfully submits the following recommendations for future policy and practice initiatives and changes. Because the Children's Services Commission's primary interest is the welfare of Missouri's children, all recommendations are intended to be used only when they serve in the best interest of the child of an incarcerated parent.

RECOMMENDATIONS

Custody and Visitation During Parental Incarceration:

- 1. Facilitate visitation between children and parents, when contact is in the best interest of the child, by reviewing, revising and coordinating the policies of the Department of Corrections and the Division of Family Services in cooperation with those affected by the parental incarceration including, but not limited to, formerly incarcerated parents, family members, counselors, therapists and social workers.**
 - a) Examine guidelines for offenders' participation in parenting and visitation programs to ensure that the parents' denial of participation due**

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- to behavior violations does not hinder the programs' benefits for the children. Programs should be specific to each parents need.
- b) Visitation areas should be expanded, and existing outdoor facilities should be used to their fullest potential.
2. Provide transportation for children of incarcerated parents in an effort to maintain the parental bond, when contact is in the best interest of the child.
 3. Use teleconferencing for custodial placement meetings so that incarcerated parents can participate in this decision making-process about the future of their children.

Sentencing Alternatives:

1. Develop guidelines and additional alternative sentencing options for nonviolent offenders that can be applied consistently and frequently, in an effort to allow parents to remain with their children, when doing so is in the best interest of the child.
 - a) This process should include the Children's Services Commission; the Child Abuse, Custody and Neglect Commission pursuant to RSMo 26.740; the Sentencing Advisory Commission pursuant to RSMo 558.019; the judicial branch; and the Department of Corrections; and other involved stakeholders.
 - b) Alternatives include, but are not limited to, house arrest, community service, restorative justice, treatment centers, drug courts and mental health courts.
 - c) Presiding judges should investigate alternative sentencing options, and report their findings that less restrictive options were not suitable, before issuing a sentence of incarceration.
 - d) Initial efforts should focus on nonviolent offenders who are custodial parents.
2. Review the funding options available from the Department of Public Safety, and the Office of the State Court Administrator for alternative sentencing, and other family focused approaches that concentrate on the children of incarcerated parents, in an attempt to break the familial cycle of incarceration.
3. Evaluate diversionary programs with financial incentives, for the use of alternative sentencing, for possible savings to the state through decreased cost of incarceration.
4. Assure that alternative sentencing programs and pilot projects are family friendly. Such programs should support parental contact with children, when

contact is in the best interest of the child, and provide for parental development in an effort to strengthen the family unit.

Procedures, Policies, and Programs:

4. **Develop a standardized, easy to understand guide to inform involved parties about custody and guardianship issues of children of incarcerated parents. This guide should include a glossary of relevant terms and an explanation of the options for child custody during parental incarceration. The guide should be appropriate for use by incarcerated parents and family members, law enforcement officers, judges, social service agency personnel, public defenders, and other involved parties.**
5. **Review, revise, develop, and implement guidelines for parole and probation revocation. The Department of Corrections and the Probation and Parole Board should include all stakeholders in this process, including formerly incarcerated parents.**
6. **The Department of Public Safety, and the Division of Family Services should develop a standardized process to identify the children of arrested individuals, and make appropriate arrangements for the care of those children, prior to the time of parental sentencing.**
7. **Cross departmental training on what constitutes the best interest of the child should be provided for law enforcement officers, judges, Division of Family Services personnel, Department of Corrections personnel, Juvenile Officers, Department of Education, public defenders, Guardians ad litem, and all other involved parties, to ensure that children receive appropriate services.**
8. **Assure that all education and treatment programs are available, accessible, appropriate and effective for those who need them.**
9. **Explore models in other states pertaining to alternative sentencing and funding initiatives, such as designating a portion of each dollar spent by the Department of Corrections for programming that supports the children of incarcerated parents.**

Report prepared by:
Keely R. Black, Intern for Rep. Riback Wilson

Report to the Children's Services Commission

Introduction

In accordance with the provisions of SB720 passed in 1998, the Children of Incarcerated Parents Task Force was established during the March 22, 1999, meeting of the Children's Services Commission. Current members of this special Task Force include:

Co-Chairs

Senator Betty Sims, District 24
Representative Vicky Riback Wilson, District 25

Members as of October 2002

Judge Susan Block, Family Court of St. Louis County
Fannie Gaw, Department of Corrections, Probation and Parole Board
Charles Jackson, Director, Department of Public Safety
Gary Kempker, Director, Department of Corrections
Kathy Martin, Director, Department of Social Services
Linda Roebuck, Deputy Director, Department of Mental Health
Julie Rollins, Women's Program Manager, Department of Corrections
Mark Steward, Director, Division of Youth Services
Betty Thompson, Representative, District 72

Other Participants

Barbara Baker, Center for Women in Transition
Sister Fran Buschell, Diocese of Jefferson City
Dr. Anne Dannerbeck, School of Social Work, University of Missouri
Marie Kenyon, School of Law, St. Louis University
Pam Palacios, Mothers and Children Together
Sandy Rempe, Department of Public Safety

Purpose

In accordance with SB720 passed by the General Assembly of the State of Missouri, and RSMo 210.875, 210.877, and 210.879 (*Appendix A*), the Children of Incarcerated Parents Task Force was established to improve the lives of children affected by the incarceration of a custodial parent.

Goal

The goal of this Task Force is to review and study the effects of incarceration on the children of individuals in the custody of the Missouri Department of Corrections or the Division of Youth Services and recommend to the legislature and executive branch, appropriate changes in laws and policies that are in the best interest* of the children of Missouri. This report is intended to serve as a guide for continuing attention, action, and policy change on behalf of the children of incarcerated parents.

Values and Objectives

The Task Force recommends that the following values guide future statutory and policy change.

1. Incarceration should be used only to the extent that it is effective, as evidenced by sound research.
2. Alternatives to incarceration should be preferred public policy for nonviolent offenders.
3. Offenders should be able to spend time with their children, when contact is in the best interest of the child.
4. Intensive wrap-around and community-based services are essential to assist the children of incarcerated parents and their caregivers during the time of parental incarceration. These services are also needed to assist offenders make a successful transition back into their community and family upon release from detention.

History

The Task Force has met regularly for the past four years (*Appendix B—minutes*). On December 1, 1999, the Children's Services Commission submitted an initial report on the Task Force's findings relative to custody and visitation patterns to the General Assembly of the State of Missouri (*Appendix C*).

Since the initial report, areas of study, in addition to the focus required in the legislation, have been identified. These include the (1) analysis of the current population of incarcerated parents, (2) the pre-incarceration process for offenders with children, (3) sentencing practices of the state of Missouri, (4) the support systems that are in place for incarcerated parents and their children, (5) the impacts on children of having an incarcerated custodial parent, and (6) recommendations for statutory and policy changes that emphasize the best interests of the children of Missouri.

The Task Force recognizes the importance of both incarcerated mothers and fathers. Due to budget and time constraints, however the Task Force's initial focus has been with female offenders. This population was identified for the following reasons:

1. Fewer women than men are incarcerated, and they are consolidated into fewer facilities.
2. Mother's are more likely than fathers to be the primary caregiver of children at the time of arrest.
3. Issues surrounding paternity make identifying incarcerated fathers problematic.

Nevertheless, the Task Force continues to look at programs and policies that affect fathers. It is the intention of the Task Force to continue to explore recommendations regarding fathers and mothers.

In 1998, Missouri's Children's Services Commission was one of the first states to initiate study and action regarding children of incarcerated parents. Since that time, several other states and interest groups have begun to investigate this topic. The state of California is home to the Center for Children of Incarcerated Parents (CCIP). The CCIP established the Prison Parents Education Project in 1990. Child developmental specialists and formerly incarcerated parents developed PPEP to educate incarcerated parents on the many issues their children face, and how the parents can best facilitate successful development in their children.

Accomplishments

The initial efforts of the Task Force resulted in the revision of the Missouri Department of Corrections' policies and practices regarding family-friendly visiting environments. The changes were prompted, in part, by a comprehensive, face-to-face survey of female offenders with children. The survey, conducted in the summer of 1999, asked each offender for suggestions on how to improve their relationship with their children, among other questions.

The Department of Corrections is presently involved in developing three re-entry initiatives that ensure a seamless transition into society after incarceration. The first of these initiatives, the Female Re-entry Program, allows for employment and wrap-around services to be established for women returning to St. Louis from Women's Eastern Diagnostic and Correctional Center prior to their release. Wrap-around services include childcare, transportation, mental health, substance abuse, medical, and housing. The second program is the Serious and Violent Re-entry Grant. This program targets women who have been convicted of serious and violent crimes. The services offered to this population are the same as the Female Re-entry Program. Finally, the Department of Corrections is receiving technical assistance from the National Institute of Corrections regarding Transition from prison to community. This initiative encourages re-entry planning to begin the day prisoners come into the correctional facility and to continue until the day of release.

A Women's Program Manager was hired by the Missouri Department of Corrections to coordinate efforts to provide services for incarcerated women and evaluate their

success in transitioning back into their communities following release. A Women's Advisory Committee has been formed with representation from Mental Health, Health and Senior Services, Prosecutor Services, Office of the Court Administrator, and other community organizations to assist the Department of Corrections on issues relative to incarcerated women. A Women's Issues Committee has also been formed with Department of Corrections staff to address the needs of women offenders in the criminal justice system. These committees work to address issues regarding incarcerated women, women under supervision, training needs for those staff working with women and gender specific policy and procedures that recognize the differing needs of men and women prisoners.

The Department of Youth Services identified those youth in their custody who had incarcerated parents or those who have children of their own. (*Appendix D*)

In September of 2001, Mothers and Children Together of St. Louis received an 18-month planning grant from the National Institute of Corrections to develop a comprehensive plan for providing services to the children of prisoners. The team is currently identifying gaps in services that children of prisoners and their caregivers face, and developing comprehensive community strategies to address these issues.

Task Force Progress

❖ Current Population of Incarcerated Parents

While Missouri is the seventeenth most populous state in the union, it is among the top ten for number of persons behind bars (U.S. Census, 2000). As of 2001, there were 2,077 female inmates in the state of Missouri, which leads the Midwest in women behind bars. Non-violent convictions account for 60.77% of the female incarcerated population. Nearly fifty percent of the women presently incarcerated have no history of criminal activity. In a recent survey conducted by the Missouri Department of Corrections, over seventy-eight percent of incarcerated women reported having at least one dependent—leaving over 4,000 Missouri children without mothers. (*Appendix E—Status Report on Women Offenders*).

It is not cost-effective to incarcerate nonviolent offenders. The average cost for a woman to be incarcerated is slightly over \$36 per day. The cost to the Department of Family Services for her children to be in foster care for fiscal year 2002 was between \$ 227.00 and \$307.00 per month, per child (depending on the age of the child). The cost for a person on probation or parole supervision is only \$3.34 per day. Even when considering the cost of intensive services, alternative sentencing costs the state significantly less than the cost of incarceration.

❖ Current Approaches for Sentencing of Custodial Parents

- *Traditional Sentencing*— Although Missouri has enacted legislation supporting the practice of restorative justice; most women continue to serve punitive sentences for non-violent criminal activity.
 - ✓ According to the Department of Corrections' 30-year overview of the women offender population, there was a 311% increase in the number of incarcerated females from 1978-1988. From 1988 to 2001, there was an additional 234% increase. (*Appendix E*)
 - ✓ As of October 2002, the state of Missouri has 1,521 female parolees and 10,182 male parolees; 11,866 female probationers, and 37,487 male probationers.

- *Alternatives to Incarceration*— Because the majority of incarcerated women are the primary custodian of at least one child under the age of 18, it is important to investigate alternatives to traditional sentencing in an effort to maintain families, when doing so is in the best interest of the child. Alternative sentencing and intensive wrap-around services also assist in breaking the generational cycle of incarceration. Alternative sentencing is presently used on a very limited basis.
 - ✓ *Drug Courts* are an effective alternative to incarceration. Offenders are typically offered a stay of prosecution if they agree to participate in a court-supervised treatment program. Upon successful completion of the program, the participant may be discharged without a criminal record; however, failure to complete the program results in the filing of criminal charges. This program allows mothers who are charged with drug offenses to maintain the caregiver role while receiving treatment for their addictions. There are presently 58 drug courts in operation in the state of Missouri. Unfortunately drug courts are often underutilized because judges and prosecutors may only refer an offender to the program after the offender has pleaded guilty. Missouri drug courts have been remarkably effective, yet their successfulness continues to go unrecognized. (*Appendix F*)
 - ✓ *Mental Health Courts* serve offenders with co-occurring disorders (mental disorder and substance abuse disorder), developmental disabilities, or head injury in the criminal justice system. The pilot program, in Springfield, Missouri, offers many of the same benefits that the Drug Court program offers, in addition to providing care for offenders with mental disorders. The goal of the MHC program is to reduce the number of offenders with co-occurring disorders committed to the Department of Corrections while still providing for public safety. Successful completion of the program may result in deferred prosecution for the offender. (*Appendix G—Mental Health Court*)

- ✓ *Restorative Justice* (commonly referred to as RJ) is another common form of alternative sentencing. RJ seeks to address a specific offense through direct restitution to the victim (financially or through services provided by the offender) or indirect restitution via community service. Although RJ includes a broad range of practices, the most common is victim-offender mediation. This practice has been shown to be an effective approach for dealing with crime, as well as reviving the community. This comprehensive approach seeks not only to repair the physical damage but also the personal and emotional damage through face-to-face communication. While RJ has become increasingly popular for juvenile offenders, it has not been largely employed for adult offenders.
- ✓ Various other states use innovative alternative sentencing programming. These programs merit further research to determine what the best practices are in regards to alternative sentencing that could be utilized in the state of Missouri.

While alternative sentencing has been legislatively endorsed, and in spite of the fact that evidence exists that alternatives can be both cost-effective and reduce recidivism rates, such programs are still under-funded and under-utilized by prosecuting attorneys and judges.

❖ **Pre-incarceration Process for Custodial Parents**

When a custodial parent is arrested, the State of Missouri has no specific policy or routine process to identify and coordinate what happens to the dependent children. Although the Department of Family Services uses Notice of Incarceration forms (*CS-2, CS-2-ATT—Appendix H*), these forms do not provide information about what will happen to the children of the arrested parents, nor do they provide information about what will happen to that parent's custodial rights upon incarceration. Presiding judges may be unaware of the issues surrounding the Termination of Parental Rights (TPR). Incarcerated parents may also be unclear about TPR. This lack of information, and general distrust of government, often encourages parents to withhold information at the time of their arrest. They may be reluctant to provide information regarding the number of children they provide care for, the paternity of those children, and the present location of their children, because they fear what might happen to those children. This insufficient information leads to children receiving less than appropriate care while their custodial parent is incarcerated.

❖ **Existing Support Systems for Children of Incarcerated Parents**

There are a variety of existing private organizations that have developed support programs and services for incarcerated parents and their children. An inmate's participation in these programs is usually dependent upon his/her behavior (an inmate

must be violation free for 90 days in order to participate in most programs). Therefore, the parent's poor behavior adversely affects their children. Participation in these programs is intended to strengthen parent-child bonds, not be used as means of punishment for inmates' poor behavior. In addition, children of incarcerated parents end up being harmed by not being allowed to visit with their parent.

- *Girl Scouts Behind Bars*
 - The Girl Scout Council of Greater St. Louis has formed troops for girls whose mothers are in prison. This special troop arranges transportation for girls to see their mothers in prison. Mothers are allowed to help their daughters with girl scouting projects thus enhancing the bond between mother and daughter while the mother serves her sentence. Although a national project, in Missouri this program is presently only available in the Greater St. Louis area. GS behind bars is funded through grants and donations from private industry.
- *Living Interactive Family Education Program*
 - The L.I.F.E. program was developed jointly between 4-H, University of Missouri-Columbia Outreach Center and incarcerated fathers to address the needs of children of incarcerated parents. Fathers participate in parenting classes as well as structured activities with their sons. The L.I.F.E. program seeks to enhance visitation programming at a maximum-security prison in Missouri.
- *Mothers and Children Together*
 - M&CT is a collaborative program committed to promoting family unity, when the primary caregiver is incarcerated. This program arranges transportation for children to visit their mothers at the Women's Eastern Reception and Diagnostic Correctional Center four times a year. The program also provides group processes in the schools for children with family members in prison, and acts as an advocate for children in the criminal justice and social services systems.

In addition to privately funded programs, the Missouri Department of Corrections, in cooperation with other groups, also offers programs and services within the prisons to facilitate the bond between incarcerated parents and their children.

- *StoryLink*
 - Offers offenders the opportunity to read to their children via audiocassette.
- *Parents as Teachers*
 - In partnership with local school districts, PAT is a project that provides incarcerated parents with parenting classes.
- *Parents and Their Children*
 - PATCH is an organization that strives to maintain and strengthen the bonds between children and their incarcerated parents. The program

arranges transportation for children to see their incarcerated parents, assisting in the maintenance of the parent/child bond while the offender is away.

➤ *Parenting Classes*

- A series of videos, workshops, and discussions are offered at detention facilities to enhance the parenting skills of incarcerated mothers and fathers. Unfortunately these classes are not geared towards the developmental stages of the inmates' children and are therefore not necessarily beneficial for all inmates with children.

The Department of Corrections also offers programs that are available for all inmates to participate in, but may be particularly beneficial for parents. These programs can be particularly beneficial for parents in increasing their chances for success in their community and family after release.

➤ *Substance Abuse Programs*

- Several drug rehabilitation programs currently exist for women in detention facilities. These programs are run by staff, who are trained for gender specific rehabilitation. Drug treatment programs offered through the MO DOC include:
 - 120-day Program
 - 84-day Program—for returning women as a result of parole violations.
 - Long Term Drug Program—one to two year program
 - 180-day Offenders Under Treatment Program (OUT)
 - Also Available are AA, NA, and the 12-step program that meet weekly under the guidance of staff or volunteers.

➤ *Vocational and Educational Training Programs*

- Vocational Education is critical to reducing recidivism rates. There are a variety of trade programs offered by the MO DOC available for women who choose to participate.

➤ Additional Services are available through the Department of Justice (*See Appendix E*)

There are also post-release programs within communities to assist parents with the transition from incarceration back into their communities and families.

- Center for Women in Transition—CWIT began in 1993 in an effort to connect women with necessary resources to make their transition back into mainstream society easier. They provide one-on-one mentoring and a variety of other programs to help women restore faith in themselves and the hope that they can have a life beyond prison.
- C-STAR—The C-STAR Alternative Care Program was developed in accordance with the Missouri Revised Statutes, Chapter 191, as a pilot program to be one alternative to incarceration. It is designed for female offenders being released from correctional institutions, as well as those under probationary supervision. As a joint effort by the Missouri Department of Corrections and the Missouri Department of Mental Health, Division of Alcohol and Drug Abuse, this program offers outpatient substance abuse counseling, family therapy, and other support services to women and their children while facilitating reintegration with the family and community. Alt-Care Programs are located in Kansas City and St. Louis.

A variety of other community and religious organizations provide services to incarcerated parents and their children. However, without adequate coordination, it is impossible to list all such services. Although a variety of support systems are available, there are still many needs that are continually overlooked. This Task Force would like to see other ideas implemented to assist children of incarcerated parents, particularly those living in rural areas of Missouri, where resources are not readily available.

❖ Impacts of Incarceration on the Children

The incarceration of a custodial parent is extremely traumatic for a child. One in five children affected by the incarceration of a parent will witness that parent's arrest, and those who do not will reconstruct it with their vivid imaginations. After the arrest of a parent, a child's living arrangements are disrupted and often uncertain. A child of an incarcerated parent generally lives with another relative or in a state-funded placement, such as foster homes or residential care facilities, while that parent is serving time in prison. Often these conditions result in the child living in poverty. Contact with an incarcerated parent is limited at best. Most facilities do not have child-friendly environments for visits. Prison visits are costly and time consuming and are often not feasible, especially for families with limited resources, who are most affected by the arrest of a single custodial parent. Children often experience sadness, guilt and the feeling of aloneness while separated from their parent.

The stigma of incarceration has a significant impact on a child's life. Teasing and taunting by peers is embarrassing and exacerbates problems at school. At risk behavior increases with the incarceration of a parent, including, but not limited to, poor academic performance, truancy, dropping out of school, gang involvement, early pregnancy, drug abuse, and delinquency. Over 13 percent of children of incarcerated parents are

themselves involved with the criminal justice system in the state of Missouri before the age of 18. The incarceration of a custodial parent is exceptionally costly, not only for our children, but also for our state.

❖ Continued Research

Research efforts by various groups continue to look at the impacts that the incarceration of a parent has on a child, and what the best practices are in regards to maintaining the best interest of the child.

- ✓ Examining the Relationship between Parental Incarceration and Juvenile Delinquency. *Grant Proposal for Dr. Anne Dannerbeck, University of Missouri-Columbia, School of Social Work* (Appendix—I)
- ✓ Project L.I.F.E. continues to research the impact of enhanced visitation programs on the children of incarcerated parents. (*Appendix—J*)
- ✓ Mothers and Children Together is presently working to develop a comprehensive plan for services to children of prisoners via their planning grant from the National Institute of Corrections. M&CT has also provided the Task Force a list of additional recommendations regarding children of incarcerated parents (*Appendix K—Collaborative Planning Process for Children of Incarcerated Parents*)
- ✓ The California State Library Research Bureau is currently conducting a Task Force on Children of Incarcerated Parents. Their final report will be available in April of 2003.
- ✓ The state of Indiana has instituted progressive visitation and alternative sentencing policies that enhance the bond between incarcerated parents and their children. Indiana's programs, such as Residential Community Corrections, Day Reporting, and the Families in Transition Program, could be used as models in Missouri.

Conclusions and Task Force Recommendations for Statutory, Rule and Policy Change

Missouri is fortunate to have many programs that strive to build or maintain parent-child relationships, yet there is little coordination of these resources and much remains to be done. Too often, the children's needs are ignored when sentencing non-violent offenders. The Task Forces encourages that a holistic approach be used in providing for the needs of the children of incarcerated parents. The Children of Incarcerated Parents Task Force believes that education and training on what constitutes the best interest of the child is one key factor for improving the lives of children affected by the incarceration of a custodial parent. Also important in improving the lives of these children is the consistent use of alternative sentencing for custodial parents; the promotion of family bonding while a parent is incarcerated, when the child's best interests are served by family preservation; and intensive wrap-around and community services are made available and accessible after the parents release.

Many groups are working on issues that impact the recommendations of this Task Force. It is the intention of the Children's Services Commission to work with the Families and Communities Trust, the Child Abuse, Custody and Neglect Commission,

State Departments and other private and public entities to encourage and facilitate the implementation of these recommendations. While some of these recommendations may be beyond the scope of the original charge of the Task Force, they have all been found to have an impact on incarcerated parents' success in building and maintaining a strong family unit.

The following recommendations have been developed to insure that the best interest of the children of Missouri will become a factor in determining appropriate placement for nonviolent offenders with children.

The Children's Services Commission respectfully submits the following recommendations for future policy and practice initiatives and changes. Because the Children's Services Commission's primary interest is the welfare of Missouri's children, all recommendations are intended to be used only when they serve in the best interest of the child of an incarcerated parent.

RECOMMENDATIONS

Custody and Visitation During Parental Incarceration:

- 1. Facilitate visitation between children and parents, when contact is in the best interest of the child, by reviewing, revising and coordinating the policies of the Department of Corrections and the Division of Family Services in cooperation with those affected by the parental incarceration including, but not limited to, formerly incarcerated parents, family members, counselors, therapists and social workers.**
 - a) Examine guidelines for offenders' participation in parenting and visitation programs to ensure that the parents' denial of participation due to behavior violations does not hinder the programs' benefits for the children. Programs should be specific to each parents need.**
 - b) Visitation areas should be expanded, and existing outdoor facilities should be used to their fullest potential.**
- 2. Provide transportation for children of incarcerated parents in an effort to maintain the parental bond, when contact is in the best interest of the child.**
- 3. Use teleconferencing for custodial placement meetings so that incarcerated parents can participate in this decision making-process about the future of their children.**

Sentencing Alternatives:

- 1. Develop guidelines and additional alternative sentencing options for nonviolent offenders that can be applied consistently and frequently, in an effort to allow parents to remain with their children, when doing so is in the best interest of the child.**

- a) **This process should include the Children’s Services Commission; the Child Abuse, Custody and Neglect Commission pursuant to RSMo 26.740; the Sentencing Advisory Commission pursuant to RSMo 558.019; the judicial branch; and the Department of Corrections; and other involved stakeholders.**
 - b) **Alternatives include, but are not limited to, house arrest, community service, restorative justice, treatment centers, drug courts and mental health courts.**
 - c) **Presiding judges should investigate alternative sentencing options, and report their findings that less restrictive options were not suitable, before issuing a sentence of incarceration.**
 - d) **Initial efforts should focus on nonviolent offenders who are custodial parents.**
- 2. **Review the funding options available from the Department of Public Safety, and the Office of the State Court Administrator for alternative sentencing, and other family focused approaches that concentrate on the children of incarcerated parents, in an attempt to break the familial cycle of incarceration.**
 - 3. **Evaluate diversionary programs with financial incentives, for the use of alternative sentencing, for possible savings to the state through decreased cost of incarceration.**

4. **Assure that alternative sentencing programs and pilot projects are family friendly. Such programs should support parental contact with children, when contact is in the best interest of the child, and provide for parental development in an effort to strengthen the family unit.**

Procedures, Policies, and Programs:

4. **Develop a standardized, easy to understand guide to inform involved parties about custody and guardianship issues of children of incarcerated parents. This guide should include a glossary of relevant terms and an explanation of the options for child custody during parental incarceration. The guide should be appropriate for use by incarcerated parents and family members, law enforcement officers, judges, social service agency personnel, public defenders, and other involved parties.**
5. **Review, revise, develop, and implement guidelines for parole and probation revocation. The Department of Corrections and the Probation and Parole Board should include all stakeholders in this process, including formerly incarcerated parents.**
6. **The Department of Public Safety, and the Division of Family Services should develop a standardized process to identify the children of arrested individuals, and make appropriate arrangements for the care of those children, prior to the time of parental sentencing.**
7. **Cross departmental training on what constitutes the best interest of the child should be provided for law enforcement officers, judges, Division of Family Services personnel, Department of Corrections personnel, Juvenile Officers, Department of Education, public defenders, Guardians ad litem, and all other involved parties, to ensure that children receive appropriate services.**
8. **Assure that all education and treatment programs are available, accessible, appropriate and effective for those who need them.**
9. **Explore models in other states pertaining to alternative sentencing and funding initiatives, such as designating a portion of each dollar spent by the Department of Corrections for programming that supports the children of incarcerated parents.**

**Policy, Procedure and Programming Recommendations Related to
Parental Responsibilities**

The Children's Services Commission is charged with: "making recommendations which will encourage greater interagency coordination, cooperation, more effective utilization of existing resources and less duplication of effort in activities of state agencies which affect the legal rights and well-being of children in Missouri."

Background of the Parental Responsibilities Sub-Committee

This sub-committee was formed in 2003 in response both to research findings (Dannerbeck 2003) presented to the Commission indicating that many delinquent youth had been subjected to ineffective parenting practices and in response to parenting needs Commission members found in their own communities.

Members: Charles Jackson, sub-committee chair and Director, Department of Public Safety

Anne Dannerbeck, Ph.D., University of Missouri School of Social Work

Tammy Gillespie, Director, Family and Community Resource Program, University Outreach and Extension

Bill Heberle, Director, Children's Trust Fund

Kate Wright, private citizen

Margi Bilyeu, Department of Public Safety

In addition, valuable assistance was received from:

Karen Hoelker, Parents As Teachers National Office

Carol Mertensmeyer-Ryan, Director, Parent Link

Darin Preis, Missouri Head Start State Collaboration Office

Activities: This body met three times to discuss issues, formulate a plan of action, and develop recommendations. A Parenting Responsibilities focus group was held at a juvenile treatment facility with young men, some fathers, and some intending to be fathers in the future. The purpose of the focus group was to elicit information on their attitudes and behaviors regarding parenting, accessing outside help as a parent, and regarding three specific programs widely offered in Missouri: Head Start, Parents as Teachers, and Parent Link.

Current Situation: Many parenting programs and resources exist in Missouri for all types of parents with children of various ages and needs. These programs include traditional day care centers, child care programs that include wraparound services for the family, namely Headstart and Early Headstart, in-home visitation programs like Parents As Teachers, and parenting information resources like Parent Link. Given the high incidence of ineffective parenting associated with abused and neglected children and adjudicated youth, these programs must not be reaching an important segment of their audience.

Recommendation 1

Develop a statewide distribution and access point for information on parenting.

Recommended Plan of Action

- ParentLink could be the statewide contact point. Parent Link provides easily accessible (via toll-free telephone line, internet access, and information kiosks in public places) information about parenting issues to parents, professionals, and communities. Their resources include on-line information about child development as well as community-based programs serving parents and children, expert staffed phone lines, and supports for communities looking to better meet the needs of local youth and families. Recognition from the Commission will facilitate the further dissemination of this parenting resource network and will help in identifying one contact that everyone can use.
- A link can be created from the Commission website to Parent Link.

Recommendation 2

Encourage more innovative distribution of information about parenting programs.

Recommended Plan of Action

- Explore the use of Extension Resource Centers' video interactivity teleconferencing abilities as one approach to expanding access to parenting programs.
- Promote awareness of parenting information to a broader distribution network including faith-based institutions, hospitals, emergency responders, schools, health departments and other public agency offices.

Recommendation 3

Better coordinate programs and activities among publicly funded parenting programs.

Recommended Plan of Action

- Encourage more inter-agency coordination among all branches of government at the state and local level and the Children's Trust Fund in disseminating information on parenting programs.
- Call for a summit of publicly funded parent programs to develop a plan of action to better coordinate their programs and publicize them.
- Work with Community Connections (web-based source of information on statewide community resources) to identify parenting programs.

Recommendation 4

Develop a way to assess and communicate the level of effectiveness of parenting education programs available in the state.

Recommended Plan of Action

- Inform judges about the existence of the assessment mechanism.
- Identify ways to disseminate the assessments to stakeholders.

Children's Services Commission

Minutes of 2003 Meetings

**Children Services Commission
Minutes
January 27, 2003**

Present: Commission Chair Representative Vicky Riback Wilson; Vice Chair Sen. Steve Stoll; Senator Pat Dougherty; Representative Yvonne Wilson; Judge Susan Block; Charles Jackson; Director, Dept. of Public Safety; Linda Roebuck; Deputy Director, Dept. of Mental Health; Mark Steward; Director, Div. of Youth Services; Debra Scott; Dept. of Social Services; Brenda Horstman, Dept. of Economic Development; Michelle Zeilman, Dept. of Health and Senior Services; Julie Rollins, Dept. of Corrections.

Representative Riback Wilson opened the meeting by welcoming all in attendance and introduced her intern, Amy Walsh.

The minutes from the November 18th meeting were approved.

Bert Schulte from Department of Elementary and Secondary gave the treasurer's report showing a balance of \$16,799.35 as of December 31, 2002. Treasurer's report was approved.

Role and Purpose of the Commission – Representative Riback Wilson

There are many commissions and a lot of people concerned about the fate of children in our state. For the past year to two years, this commission has said that we have two primary areas of interest: 1) children's mental health issues and 2) early childhood development and school readiness.

Discussion was held on other commissions that are focusing on the fate of the children of this state.

- Per legislation passed in 1999, the **Task Force on Children of Incarcerated Parents** was developed as a sub-committee of the Children Services Commission.
- Representative Riback Wilson serves on the **Child Abuse, Custody and Neglect Commission** by virtue of chairing this Commission. The chair of the Child Abuse, Custody and Neglect Commission is Judge Thea Sherry. The commission focuses on foster care, better understanding and definition of best interest of the child and coordination of public policy institutes around the state to get better academic and research perspective on public policy affecting children.
- Supreme Court Judge Limbaugh in cooperation with Speaker Hannaway and Speaker Pro Tem Kinder established last the **Supreme Court's Commission on Children's Justice** which will focus on the foster care situation in this state. Supreme Court Chief Justice John Holstein will chair this commission.

- **Family and Community Trust.**
- **The First Lady Lori Hauser Holden will chair a commission that is working on early childhood issues particularly focusing on school readiness from zero to eight years of age.** Debra Scott explained that this is a relatively new area that groups across the nation are looking at in terms of what does it really mean to be school ready and how to measure school readiness. There are several state agencies represented on this commission. It is a 16-state initiative funded by the Kauffman, Ford and Packard Foundation. The purpose is to draft a list of indicators for the state pertaining to school readiness. These indicators will help this state to measure whether our children are entering school ready to succeed. Debra Scott serves on this commission and will be the liaison between the First Lady's commission and the Children Services Commission.

Rep. Riback Wilson stated that given the fact that we now have several commissions working simultaneously, it is important that this commission decide what is unique about the Children Services Commission and what role we want to play. Under statute, this Commission is entrusted to make reports regarding legislation and policy that affect children. The Children Services Commission is directed by statute to do many of the things that these new commissions are also undertaking. We need to make sure we are not duplicating efforts.

If we are to be a clearinghouse function and a brokering function, we need to clearly define our commission as a clearinghouse and brokering group that will be able to funnel information by using liaisons, sub committees and public testimony and where appropriate make recommendations for rule and policy changes, legislation or funding changes.

Senator Stoll recommended that each group should make a report or presentation to the Children Services Commission

Senator Stoll also suggested that advocacy groups could watch and advise the Commission of any pending legislation affecting children.

Per statute the Children Services Commission is supposed to submit an annual report to the Governor. It was felt that this report would be useful to the Commission. Judge Block felt that the budgeted money could be used for the purpose of preparing the annual report. Mark Steward indicated that additional funding may be available through the Kauffman Foundation.

Representative Riback Wilson reminded everyone that the Children Services Commission receives an appropriation for operation from the state. Statute states that the money remains with the Commission and does not revert at the end of the year. The Commission's appropriation has been \$10,000 and comes out of OA's budget. Commission members were asked to keep in mind the

possibility of staff, perhaps a part-time person and how to utilize this person. Further discussion will be held at the next meeting.

Representative Riback Wilson proposed that when asked about the Children Services Commission and what it is that the commission is doing this year, the answer could be summarized in the following sentence:

The Children Services Commission, representing all three branches of government and the public sector, will take a leadership role in identifying and evaluating current programs and make recommendations on state services that affect children zero to five.

Debra Scott agreed to compile an up-to-date list or inventory of where the commission needs to look for programs affecting children zero to five years of age.

Department of Social Services – Mark Steward and Debra Scott

Mark Steward, Division of Youth Services, reported that approximately 30 state legislators from Louisiana visited Kansas City to observe our state's juvenile system. He also reported a pilot project in Columbia called "Tack Back the Night." This is an early intervention program for identifying teen troublemakers.

Debra Scott, Office of Early Childhood Development, reported that they are continuing to move ahead with early childhood development and reorganization.

Department of Health and Senior Services – Michelle Zeilman

Injury report card is now complete reflecting the rate of injury per age group and statistics on types of injuries. The report is available on their website.

Department of Economic Development- Brenda Horstman

DED is hopeful that discretionary tax credits for neighborhood assistance programs will be able to continue next year.

Department of Public Safety – Director Charles Jackson

Director Jackson commented on a grant program in the St. Louis area dealing with gang issues. He also referred to an article in the Missouri Farm Bureau magazine regarding meth and children. Stopping the production meth is a big challenge and it very upsetting to see what people do to children under the influence of meth. He advised the commission of other issues regarding child welfare and meth including health issues when children are present during the manufacturing of meth.

Department of Elementary and Secondary Education – Bert Schulte

DESE is reviewing assessment tools for the “No Child Left Behind” program in keeping with the spirit of the federal legislation and the impact on Missouri’s children.

Family Court of St. Louis County – Judge Block

Reminded everyone of the upcoming 100th birthday of juvenile court celebration scheduled for February 3, 2003 at the State Capitol

Department of Mental Health – Linda Roebuck

Autism conference is scheduled for May 2003. Additional information will be sent to commission members.

There are currently five systems of care sites in the state. In Greene County there is a system of care agreement where the Department of Mental Health will help the Division of Family Services during an investigation.

Linda agreed to be the point person on children’s mental health issues.

Department of Corrections – Julie Rollins

As a result of a recommendation in the report from the Task Force on Children of Incarcerated Parents, the Department of Corrections has enhanced visiting between incarcerated mothers and their children. Once per month, a therapeutic visit will occur where mothers and their children will participate in a lecture and activities to do together. The first visit was held in January and was a success.

Formation of sub-committees

Discussion followed on the role of sub-committees and how they could serve the work of the Children’s Services Commission. Three sub-committee were agreed on: Sub-committee on Children’s Mental Health, on Early Childhood, and on Children of Incarcerated Parents. Julie Rollins agreed to chair the sub-committee on Children of Incarcerated Parents.

Next meeting will be Monday, February 24th at 10:00 AM. in Hearing Room #1.

Meeting adjourned at 1:55 PM.

**Children Services Commission
Minutes
February 24, 2003**

Present: Commission Chair Representative Vicky Riback Wilson; Charles Jackson, Dept. of Public Safety; Tina Shannon, Governor's Office; Brenda Horstman, Dept. of Economic Development; Gary Kempker, Dept. of Corrections; Bert Schulte, Dept. of Elementary and Secondary Education; Mike Fester, Division of Family Services; Dennis Gragg, Division of Youth Services; Tricia Schlechte, Dept. of Health and Senior Services; Cynthia Quetsch, Director, Dept. of Labor; Dept. of Mental Health; Debrorah Scott; Dept. of Social Services; Julie Rollins, Dept. of Corrections; Pam Rich, Citizens for Missouri's Children; Anne Dannerbeck, University of Missouri; Gus Kolilis, Dept. of Social Services.

The minutes from the January 27, 2003 meeting were approved.

Bert Schulte from Department of Elementary and Secondary gave the treasurer's report showing a balance of \$16,824.40 as of January 31, 2003. Treasurer's report was approved.

Tammy Gillespie, University of Missouri Outreach Program

Ms. Gillespie gave a presentation regarding an outreach program at the Potosi Correctional Center developed by incarcerated fathers and state 4-H staff called the Living Interactive Family Education (LIFE) Program. LIFE is funded through a grant from the Children, Youth and Families at Risk Initiative and administered by the University of Missouri Outreach and Extension Program. LIFE allows incarcerated parents and their children an opportunity to interact more closely in child-oriented environments. Fathers are with their children during the 4-H meeting and work on an activity together. LIFE fathers also attend monthly parenting skill classes. This program has been going on for about three years. Participants cannot have any conduct violations or be sex offenders. Facilities in Bonne Terre and Licking want to replicate the program. A grant pending within the Missouri Foundation for Health will help create an educational video and a staff manual so that the program can be replicated at the correctional facility in Charleston through the local Extension Office.

Gary Kempker, Director, Department of Corrections, commented that programs such as LIFE have a tremendous impact not only on the offenders and their families, but on the safety of the institution as well.

Gus Kolilis, Department of Social Services

Mr. Kolilis gave a presentation regarding the impact of drugs, particularly methamphetamine, on families. The addiction transcends parental instincts. They

become so pre-occupied in obtaining or making the drug, they totally disregard their responsibilities and do terrible things to their children. The issues are complex. How we protect the children must be balanced against family preservation.

Linda Roebuck, Deputy Director, Department of Mental Health, commented on work that DMH has been doing with DFS in the Springfield area. Discussion is ongoing on ways to get DMH involved earlier in some of the investigations and family evaluations to more clearly assess risk, versus the need for removal, versus the need for termination of parental rights. Involving the Division of Alcohol and Drug Abuse in the System of Care helps understand the family addiction and family dynamics present in family addiction.

Linda Roebuck, Department of Mental Health

Division of Alcohol and Drug Abuse is coordinating with the Division of Youth Services to develop standards of care in the DYS programs for treatment of substance abuse problems. These standards could be used in other adolescent programs around the state.

DMH is working with Division of Family Services and the System of Care in Springfield. It was decided that a mental health professional will be placed in the DFS office to assist with the evaluation of a child or parent with substance abuse developmental disabilities or psychiatric problems when children enter into protective services. Also, they are adding an intensive community rehabilitation program for families that need services to preserve the family unit, when they don't need to remove the child from the home.

Gary Kempker, Department of Corrections

Over the last several years, the Department of Corrections inmate population has grown just under three offenders per day which is equal to about a prison a year. Offenders that are not successful on re-entry into society make up a significant number of those that come back to prison. DOC continues to focus on re-entry initiatives and recently did some restructuring of responsibility. Julie Rollins will now be responsible for all re-entry issues.

Mike Fester and Deborah Scott, Department of Social Services

Mike Fester announced that Steve Roling has been named as the new Director for the Department of Social Services.

DSS is working with sponsors on several pieces of legislation relating to the foster care system and the child abuse and neglect hotline.

Deborah Scott reported that victim issues have surfaced related to childcare. Senator Dougherty is working on legislation to tighten up childcare licensing standards.

Work is continuing with the Department of Health, Department of Mental Health and Education as partners on the First Lady's committee regarding early childhood school readiness. A report from that committee should be ready in a couple of months and will be shared with the Children's Services Commission.

Tricia Schlechte, Department of Health and Senior Services

The Health Resources Services Administration is making funding available for states to do statewide planning around Early Childhood Systems Development. Meeting with DSS, DMH and DESE to coordinate an application for those funds.

The Department continues to work with DMH on activities related to suicide prevention. DHSS has been training individuals in local communities to train individuals who interact with children and adolescents to identify those at risk for suicide. To date 69 individuals are available to provide training in schools, churches and medical facilities, etc.

Mandatory newborn hearing screening became effective January 1, 2002. Most recent statistics show that 99% of newborns are receiving hearing screening by three months of age. Of those tested 95% have passed the hearing screening and the remaining 4% were referred for further evaluation.

Cynthia Quetsch, Department of Labor

The Department of Labor continues to educate employers of the state to provide safe and healthy work places for children as part of legislation passed last year.

Brenda Horstman, Department of Economic Development

Neighborhood Assistance Program application deadline was February 15, 2003. A large number of applications have been received, and they will be reviewed for a July 2003 start date.

Youth Opportunity Program is still accepting applications.

Charles Jackson, Department of Public Safety

DPS is looking at a change in the monitoring program for detention facilities. During an audit last year it was discovered that some detention facilities were locking up kids that they should not have. Operating with a contract with an outside source they will bring this service within the Department, saving over \$100,000 that could be awarded in grants.

An extension of one year was given for some grant monies that had been awarded and returned. DPS will look at requests that they could not fulfill before.

DPS will review requests from agencies that returned funds and see whether money is returned on a regular basis. If so, they may deny future requests.

Chair Wilson asked if the Children Service Commission would qualify as an applicant for these federal funds. Director Jackson will check and report at the next Commission meeting.

The STAT Team has authority to investigate a child's death or get involved in investigation concerning children issues with the approval of the county officials. If the investigation goes to another county, then the STAT team cannot follow that investigation unless that county grants authority. The STAT Team is trying to get legislation this year to give them authority to complete the investigation, if it goes into another county, without getting permission to work in that county.

Dennis Gragg, Division of Youth Services

The National Juvenile Justice Association sponsored the Juvenile Justice Symposium for legislators in early February at Capitol Plaza. There was a good turn out and positive response from the local legislators and local court communities. It seemed to be a valuable experience for all involved.

The Division of Youth Services is making budget its top priority. Continued budget reductions will be devastating to youth services.

Chair Vicky Riback Wilson

Beth Reed Hoeffler will be chairing the First Lady's commission on school readiness and will be working with Deborah Scott on early childhood issues.

For the next meeting, Wilson asked members to comment on how budget reductions to their departments will impact the children in this state. This would give the Commission a chance to send letters to Appropriation Committees or take a stand on the floor, if there are certain things that the commission needs to target.

Anne Dannerbeck, University of Missouri

The University put out a media release regarding the report from the Task Force on Children of Incarcerated Parents resulting in a lot of media contacts. Anne reported doing approximately two interviews a week for the past few weeks.

She indicated she is interviewing youth who are in DYS facilities and looking at the relationship between their life experiences and parental incarceration.

Chair Vicky Riback Wilson

The Commission has three sub-committees:

1. Children's Mental Health – Co-chaired by Linda Roebuck from DMH and Beth Griffin from Citizens for Missouri's Children.
2. Early Childhood – Co-chaired by Deborah Scott from DSS and Kathy Thornberg from the Association for the Education of Young Children.
3. Children of Incarcerated Parents – Co-chaired by Julie Rollins from DOC (other co-chair to be determined).

Approval was given to Julie Rollins for members of the Children of Incarcerated Parents sub-committee to remain the same as those on the original task force.

Sub-committees will be asked to give an update at each Commission meeting.

Staffing for Commission

Chair Wilson asked that each sub-committee come back and let the Commission know what type of support they think might need. Commission members were also asked to get back to Representative Riback Wilson within the next month with recommendations regarding the type of support needed and the types of models for this staff person.

Next Commission meeting will be Monday, March 31, 2003 at 10:00 AM. Hearing Room 6

**Children's Services Commission
Minutes
March 31, 2003**

Present: Charles Jackson, Dept. of Public Safety; Brenda Horstman, Dept. of Economic Development; Althea Bussell, Dept. of Corrections; Sandy Rempe, DPS; Anne Dannerbeck, project research at MU, DYS; Mark Steward, Dir. Div. of Youth Services; Paula Nickelson, Dir. Div of Maternal, Child and Family Health; Connie Cahalan, Dept. of Mental Health; Charles Brown, DESE; Linda Roebuck, Dep. Director of Mental Health; Pam Palacios, Mothers and Children Together; Barb Baker, Center of Women in Transition.

Minutes: read and approved. Treasurer's report, approved.

Comments: Because of having a fund balance, the Commission may subcontract with people to help staff either the Commission or the subcommittees (addressed more fully later in meeting).

Report from the Chair:

Legislative update (distributed to members) from Missouri Juvenile Justice Association is a comprehensive look at bills effecting children related to various departments.

Letters from the Commission In the past the Commission has written letters to the Speaker of the House and the Senate President Pro Tem regarding various issues. We can hold this open as a possibility. If there is legislation that you are aware of and we need to weigh in on it as a Commission, please alert the Commission. In the past we did send a letter that outlined our areas of concern, but never saw it acknowledged in the legislative process. Next legislative session provides an opportunity to incorporate this into the agenda and draw on the work that comes out of the subcommittees. The Commission could move forward a group of bills as a public policy, rather than just individual "tinkering bills".

Child Abuse, Neglect, and Custody Commission (CANC) continues to meet. That Commission has written a letter to the Governor saying they want to continue to work on foster care issues and public policy. They offered a liaison to work with the Supreme Court and will continue to work with the Supreme Court as they formulate more suggestions.

Sub-Committee Reports:

Subcommittee on Early Childhood. Chairs Deborah Scott and Kathy Thornburg. They have a list of suggested members, to whom Vicky will write

official letters of appointment. She noted the level of authority of individuals on this list saying that if we are going to build any sort of agenda, we need early buy-in from the other branches of government. Still awaiting completion is a draft of the function and scope of committee. 0 – 3 year-olds are the focus, since other groups are focusing on the later early childhood ages.

Questions and Comments. Is there something that addresses **diversity**, non-mainstream cultures, since there is such a heavy population of new immigrants among Missouri's children. Numbers of Latinos now surpass those of African-Americans. We need language that specifically acknowledges the needs and values of these other cultures.

There will inevitably be some **overlap** between departments. We want to ensure cross-fertilizations between departments, but we do not want to duplicate each other. For example, the Children of Incarcerated Parents Task Force looked at those children through the lenses of school issues, mental health issues, and connection to an incarcerated parent. Let us use the expertise of appropriate departments.

Subcommittee on Children of Incarcerated Parents. Althea Bussell presented minutes from their initial meeting (distributed) telling subcommittee history and mission statement. Additional members that would be beneficial to add would be individuals from 4H, guidance counselor, DESE. Mark Steward has information on a similar committee in Arizona.

Questions and Comments. The **suggested timeline** – produce a preliminary report in November and a final report in beginning of January 2004. Have a Commission meeting the first week of January to get an early start getting legislation filed and moving.

Subcommittee on Children's Mental Health. Co-Chair Linda Roebuck reported that legislation was passed last year aimed at **not** ending parental rights; however, it is not being followed. The Subcommittee is looking at implementation: how to get judges and families to follow this legislation. Their goal is to pull together input from the three subcommittees and add grass roots support.

Staffing issue for sub-committees. Chairman Wilson. The three subcommittees each operate a little differently and will have different patterns of staffing. We will look at a series of subcontracts at a low compensation level, e.g. grad student research contract for \$1000. At this point there is not a clear message from the committees what the nature of a larger more comprehensive position would be. As Department staff is cut, this position becomes more crucial.

Questions and Comments. Charles Jackson and Sandy Rempe can look at possibility of a Public Safety grant to find a support person for some of this work.

Having Anne Dannerbeck continue in this position would provide continuity. The Juvenile Justice advisory group gets funds, and they might be willing to fund something for this. Research and writing based at the University of Missouri would be very helpful.

Would this work be applied to each sub-committee? Could Anne work across the committees to integrate recommendations. Timeline? Would this research need to be ready for the November report?

If DPS money is used, the fund period gap could be bridged with funds from CSC. If funded as a grant, DPS wouldn't have to put it out on bid, since Anne Dannerbeck has already been working with the Committee for some time.

Report, Anne Dannerbeck. Working with the Children of Incarcerated Parents Task Force, the mothers and children planning group has talked about putting together a manual. A Table of Contents from a similar manual serves as a model. She is looking for foundation funding to fund its publishing.

Linkages and coordination of efforts. Rep. Wilson suggests that at the June meeting the Commission coordinate what it will do with Family and Community Trust, FACT. FACT has had a transition in membership, changes in funding status.

Commission efforts can also be coordinated with Supreme Court Commission on foster care, and the Child Abuse, Neglect and Custody Commission, CANC; members of Missouri Children's Trust Fund are being invited to meet with the Commission. These moves are to ensure that we are linked on a regular basis with groups in other state positions.

Department Reports.

DPS. Charles Jackson. Met for the first time working on parenting, exploring what the basic expectations of parenting are. They are looking for some less traditional ways to distribute their information. Suggestions for this included the community of faith resources, Rickman Center in Jeff City.

Jackson commented that if they do nothing but provide a comprehensive survey of what all the programs are, they have done a lot. No one body seems to know about all the programs; if you don't know about them, you can't use them. DPS federal funding has been really confused in the last two months. One particular Bush reauthorization can't be accessed for another year. They have established 6 new categories in the Department plus a catch-all category—innovative programming. They want every program to have an evaluative component, so that in subsequent years they can fund programs that are getting results. The prevention block grants are what not being funded by Congress, Title V. \$200 million has been shifted from juvenile programs to Homeland Security. Jackson

will show what has been funded federally in the past compared to what the President is funding now at the next meeting.

Concern about a Senate Bill (36?) allowing people who go into system care for less than 24 hours to be put into an unregistered facility. It turns out that Missouri is a haven for these types of places. People are coming to Missouri to set them up. Mark Steward and Sandy Rempe have statistics and press articles. This is a “hot issue,” one that the Commission should address by drafting a letter.

Visited with Missouri Drivers Educators Association. Dir. Jackson asked for a day or a week to highlight Drivers Ed and raise public awareness. 1/3 of people killed in auto accidents are between 18 – 23 (and over 55).

Department of Economic Development. Brenda Horstman.

TANF transition-they are working to make it seamless and keep kids from falling through the cracks. They are working on summer jobs programs and legislation to put NAP and YOP together into the sustainable communities act, trying to maintain the best parts of the program, but reduce the total amount of funds for tax credits

Department of Mental Health.

Connie Cahalan, lead person in System of Care team, reports working on expectations for the departments and mission. The state team should include DPS. It includes 3 parents. Five sites are developing local teams. They developed an internal document, but realized that they needed to spell out what the common goals are between departments. Ask, “What does your department want to get out of System of Care?” Then, firm up the outcomes and strategies revealed in this process. HB 459 SB685, Medicaid reform. It does establish a system of care, and we support that. May is Children’s Mental Health Week. It started in Missouri over ten years ago. Other state’s have picked up the idea and use Missouri’s poster.

DHSS. Paula Nickelson, Director, Div. of Maternal, Child and Family Health.

Infant mortality continues to be a big issue in Missouri. Looking at it over a couple of decades, it has gone down due to medical breakthroughs, but people aren’t sure why we can’t get past a certain point on this in Kansas City, St. Louis city, and the Bootheel. In St. Louis, it is very specific to neighborhoods. Looking at this long and hard with the help of the epidemiology staff, they are looking at a research grant to further explore some indicators related to gynecological health and subsequent infant mortality, has been a difficult problem, addressed on a nationwide basis.

DESE. Charles Brown reported pm a meeting looking at K–12 and closing the achievement gap for African American students and marginal learners, regardless of race. People came to Lincoln University from all over state, not just

educators, to share views about what is going on in education. Marginal learners aren't doing well: they explored why. Rich anecdotal information emerged that will move discussion into the substantive. Policy recommendations will be made in July. They will move to Kansas City and focus on Latinos, the largest subgroup in the state, then go to the Bootheel to look at rural representation. A Jeff City summit will ask the three questions they used: what programs, policies, or behaviors should we start, what should we stop doing, and what should we continue. The State Board will adopt the policy. People are finally beginning to realize the importance of early childhood.

Brown and Dannerbeck report that student interviewees describe the school experience as "hostile," they are ostracized, stigmatized, bullied, and rejected by peers because of their poverty, incarcerated parents, and high mobility. Is there a way to address school environments in general, because the children experience school as hostile? We also need to address the larger representation of multiple cultures. For example, the Bosnian population in St. Louis is largest outside of Bosnia. Latino population is higher than African American, and there are more Latinos in rural areas.

Div. of Youth Services. Mark Steward. Steve Roling, is the new Director of DSS. Steward reported on the kind of story you really love: a very tough young lady in the system years ago, who at 26 is married, and graduating from Warrensburg.

Mothers and Children Together, St. Louis. Pam Palacio. Mothers and Children Together is losing their advocacy component, which means Pam will not be working there. She will continue to work on child custody issues with mothers in Vandalia. Their work is branching out to include rural women as well as St. Louis women.

New business. Question: What would you like to see as the result of your work on CSC and the subcommittees over the next two years?

Members respond:

Village concept – Everybody is needed, and we expect everybody to be involved in children's issues. We need coordination of programs and departments.

Articulate a vision for Missouri's children – we all have different missions, but need to connect what we are all doing, look at the full spectrum, and engage in information sharing and linking it together.

Information at the level of superintendents in school districts – how do they know who to turn to for assistance, and what are the resources for the various problems they encounter?

Education system – We have missed opportunities to get what we know into schools.

What happens to children of incarcerated parents? Children do not let it be known that a parent is incarcerated. Children go through stages of loss; they have monumental problems. This is a large population.

Primary Prevention. We spend huge amounts of dollars on treatments and cures; look at and use national programs where there are examples, models, outcomes, and research. Keep our focus on primary prevention.

Political realities—We need to bring around some people who don't have the same realities, get both sides of the aisle to buy into our assumptions and the knowledge of what the consequences are over time of these problems -- *political preventive medicine*.

Next meeting - April 28, 2003. 10 a.m. – noon. Hearing Room 2.

Synthesize some of the values stated here—what we're about what we're trying to accomplish; what to send to legislators, especially, new legislators who don't know who CSC is.

Meeting adjourned.

**Children's Services Commission
Minutes
April 28, 2003**

Present: Commission Chair Rep. Vicky Riback Wilson, Brenda Horstman, Dept. of Economic Development; Anne Dannerbeck, Research Professor at MU; Julie Rollins, Dept. of Corrections; Gary Kempker, Dept. of Corrections; Charles Jackson, Dept. of Public Safety; Cynthia Quetsch, Dept. of Labor and Industrial Relations; Eric Lowder, Policy Analyst, MO-SPAN; Katrina Harper, Crider Center for Mental Health; Melodie Friedebach, Dept. of Elementary and Secondary Education; Tricia Schlechte, Dept. of Health and Senior Services; Ed Morris, Dept. of Mental Health; Deborah Scott, Dept. of Social Services; Mark Steward; Div. of Youth Services; Linda Roebuck, Dept. of Mental Health.

Minutes from the March 31, 2003 meeting were approved. Treasurer's report was approved with a balance of \$16,800.86 as of March 31, 2003.

Special Presentation regarding MO SPAN

Eric Lowder, Policy Analyst, MO SPAN, and Katrina Harper, Senior Director of Children and Family Services, Crider Center, presented a broad framework from MO SPAN's perspective regarding children with mental health needs.

MO SPAN is the parent organization in the State System of Care for children with mental health needs. MO SPAN fills the role for the state to comply with its federal obligation to have parents included at policy making levels for part of the federal grant community sites – Partnership With Families Grant in St. Charles and the Show-me Kids Grant in Springfield. MO SPAN also assists parents throughout the state as issues arise pertaining to children with mental health problems.

MO SPAN supports the concept of the system-wide care to serve the children of Missouri smarter and as a result the kids and families are going to get better services because all of the professionals are learning how to work together. Through partners working better the kids can be moved home quicker and the families have the support that they did not have before because all of the systems were not engaged properly.

REPORT FROM COMMISSION CHAIR

Staffing for the Sub-committees and Commission

Chair Riback Wilson informed the Commission that DPS would be able to fund a support person for the sub-committees and commission. Anne

Dannerback has submitted a proposal to the Department of Public Safety. Basically, Anne will be the liaison between and among the sub-committees and provide the framework for research.

Approval was given by the Commission to proceed in hiring of Graduate Research Assistants and clerical support for the sub-committees and the Commission.

Child Abuse, Neglect and Custody Commission (CANC)

Commission met last week that included much discussion about the Foster Care Bill. The Commission did letters to the Speaker of the House and the Senate President Pro Tem going on record about having concerns regarding unlicensed care.

SUB-COMMITTEE REPORTS

Early Childhood: Co-chair Deborah Scott reported that she and Co-chair Kathy Thornburg have met and have outlined a work plan. Sub-committee members have been identified. Letters will be sent from Commission Chair's office asking the identified individuals to serve on the sub-committee. Meetings have been scheduled for May, July and September.

Children's Mental Health: Co-Chair Linda Roebuck reported that the sub-committee had previously decided to target last year's legislation SB923 that dealt with preventing families from giving up custody, however the sub-committee has decided to now focus on the outcome of pending legislation regarding System of Care.

Parental Responsibility: Co-Chair Anne Dannerbeck reported that she is meeting with Tammy Gillespie, University of Missouri Outreach Program and Kim Leon, faculty member HDFS at the University of Missouri. The sub-committee has been reviewing material on parenting expectations. Chair Riback Wilson suggested contact be made with Evon Mathews at Lincoln University regarding the recently announced parenting initiative.

Children of Incarcerated Parents: Co-Chair Julie Rollins asked for suggestions for a co-chair for the sub-committee. Julie will discuss further with the Commission Chair. A co-chair for this sub-committee will be determined prior to the next meeting. Commission Chair suggested the Representative Danielle Moore and former State Representative Glenda Kelly would be good additions to the sub-committee.

Anne Dannerback reported that the Truman Public Policy Institute asked her to write a four-page policy brief on the state of Children of Incarcerated Parents. Anne will work with Julie and members of the sub-committee in terms of

identifying what should be included in the four-page report to condense down the 120 page Task Force Report.

DEPARTMENT REPORTS

Public Safety – Charles Jackson.

DPS is looking for funding for the School Resource Officers. Funding for that program has been taken out of the budget and schools are being referred to possible federal money. DPS provided one-third of the money for the officer and the school provided the remainder.

Mental Health – Linda Roebuck

Brochures were distributed regarding the Spring Training Institute sponsored by the Department of Mental Health at the Lake of the Ozarks on May 28-30, 2003.

May is Suicide Prevention Month. Billboards will be coming out the first week of May. Linda noted that Missouri has more deaths due to suicide than homicide.

Ed Morris reported that the week of May 4 through 10, 2003 is Children's Mental Health week with a number of activities planned throughout the week.

Health and Senior Services – Tricia Schlechte

DHSS has established the Missouri Council on the Prevention and Management of Overweight and Obesity. This council will document the health implications and economic impact of overweight and obesity for all Missouri families and to recommend evidence or research based responses that can be undertaken by all stakeholders, employers, schools, insurers, elected officials, individuals, families, communities, state and local government. The first meeting of the Council was held on March 10, 2003.

The following work groups have been established: Prevalence and Health Impact, Economic Impact, Programs, Services and Funding, and Barriers to Prevention and Management. The final recommendations from this council are targeted to be complete by September 2004.

Elementary and Secondary Education – Melodie Friedebach

DESE is continuing to focus on improving student outcomes and results. Last month Charles Brown conducted a forum in Jefferson City on closing the achievement gap, particularly for African American learners. That initiative has been broadened with two more forums held. One forum was held in Charleston and one in Kansas City with the focus on closing the achievement gap for all marginal learners. No Child Left Behind requires all states to look at closing the achievement gap for all kids in the next 12 years. Those forums along with work at the Divisional level will result in presenting some policy recommendations to the State Board sometime this summer.

Economic Development – Brenda Horstman

One component of the TANF Program is moving to the Workforce Development Division to have better communication in the regional areas.

Corrections – Gary Kempker

Transition from Prison to Community Initiative (TPCI) is progressing. Director Kempker along with other staff recently met with Police Chiefs, Prosecutors. Director Kempker also met with the group that commissioned the Moody Report to increase the realization that incarceration also involves families and children. Efforts are ongoing to get support for transition issues.

Social Services – Mark Steward

One hero in the Iraq war was a former DYS client that was released two years ago from Camp Avery. Story was covered in the Post Dispatch.

Future Commission Meetings

June 23rd Full Commission will meet with the sub-committees to identify the individuals to bring into a two-day meeting in August. Presenters at the two-day meeting need to be contributors that can educate and direct commission members on what is being done for Missouri's children from birth to 18 years of age.

July – Sub-committees will meet to invite the identified resources to the two-day meeting in August.

August 25th and 26th - A two day meeting with the identified resources.

October 27th – Full Commission meeting.

November 24th - Full Commission meeting.

Meeting Adjourned.

Children's Services Commission
Minutes
June 23, 2003

Present: Representative Vicky Riback Wilson, Commission Chair; Linda Roebuck, Dept. of Mental Health; Steve Roling, Dept. of Social Services; D. Kent King, Dept. of Elementary and Secondary Education; Deborah Scott, Dept. of Social Services; Mark Steward, Dept. of Social Services; Veronica Stovall, Dept. of Social Services; Paula Nickelson, Dept. of Health and Senior Services; Sandy Rempe, Dept. of Public Safety; Julie Rollins, Dept. of Corrections; Gary Waint, State Courts Administrator's Office; Keely Black, Graduate Research Assistant at MU; Anne Dannerbeck Janku, Research Professor at MU; Dick Matt, Missouri Alliance; Marilyn Nolon, Gateway; Mona Prater, Consultant-Finck & Associates; Pamela Palacios, Children and Families First; Barbara Baker, Center for Women in Transition; Heather Smith and Catheryn Cross, Volunteers- Dept. of Public Safety.

REPORT FROM COMMISSION CHAIR

Minutes from the April 28th meeting were approved. Treasurer's report was approved with a balance of \$16,862.14.

Chair Wilson explained that the Commission would be developing a budget based on the \$10,000 appropriation. Since the Commission is in the process of contracting for services to support the work of the Sub-committees and the Commission, the option exists to go into supplemental if necessary, the only way the Commission can access the \$16,862.14.

Pursuant to 210.103 (4) RSMo, the Children's Service Commission is exempt from the sweep of interest on Commission's funds and therefore the Commission will be able to keep the \$25.66 in interest.

Chair Wilson congratulated Gary Kempker on his "Communicator of the Year Award."

SPECIAL PRESENTATION – Anne Dannerbeck and Gary Waint

Dr. Dannerbeck distributed a copy of her report entitled, "Difference between Delinquent Youth with and without a Parental History of Incarceration". Anne went over the results of her research which involved 1112 juveniles. Funding for this project was provided through a grant from the Department of Public Safety and the State Juvenile Justice Advisory Group.

Gary Wait gave a presentation regarding the automated classification system developed by OSCA for on-line completion of risk and needs assessment on juvenile offenders. The software system developed by OSCA is called J-TRAC and is currently being used in the 10th, 11th, 12th, 14th, 19th, 20th, 22nd, 41st and 45th Circuits. Additional information regarding J-TRAC can be obtained on-line at www.osca.state.mo.us.

**Children's Services Commission
Minutes
August 25, 2003**

Present: Representative Vicky Riback-Wilson, Commission Chair; Judge Susan Block, Family Court of St. Louis County; Beth Griffin, Citizens for Missouri's Children; Brenda Horstman, Dept. of Economic Development; Colleen Baker Dept. of Labor and Industrial Relations; Bert Schulte, Dept. of Elementary and Secondary Education; Gary Kempker, Dept. of Corrections; Julie Rollins, Dept. of Corrections; Tricia Schlechte, Dept. of Health and Senior Services; Bill Heberle, Children's Trust Fund; Charles Jackson, Dept. of Public Safety; Representative Brian Baker; Representative Danielle Moore; Linda Roebuck, Dept. of Mental Health; Senator Bill Foster; Veronica Stovall, Dept. of Social Services; Sandy Rempe, Dept. of Public Safety; Steve Rolling, Dept. of Social Services; Deborah Scott, Dept. of Social Services; Mark Steward, Division of Youth Services; Marie Flowers, Mothers and Children Together; Kate Wright, Interested Citizen;

COMMISSION CHAIR

Representative Vicky Riback Wilson opened the meeting by introducing the facilitators Chris Egbert and Colleen Dowd, followed by a review of the agenda and stating the main focus of the retreat – **How can the Children's Services Commission make government work better to improve outcomes for children?**

Chair Wilson gave a brief overview of the history of the Children's Services Commission followed by self-introductions by attendees.

IDENTIFY VALUES OF THE COMMISSION

Values are defined as – **The fundamental principles that guide public policy and establish priorities for the Commission's work.**

The following list of values were submitted for discussion by Commission Members:

- The welfare of children is a shared responsibility of parents and communities, government and the private sector.
- People have a right and a responsibility to be involved in decisions that affect them.
- Children have a right to health, safety, education and permanency.
- Programs should be evidence based.

- Positive youth development produces healthy, productive citizens/workers in the future.
- Children should be treated humanely and with dignity and respect.
- Public policy should support families and protect children.
- Prevention is key to positive outcomes for children.
- An investment in children should be based on sound research and reliable data.
- Integrated and coordinated services yield better results.
- Prevention is more cost effective than treatment.
- Early intervention saves lives and dollars.
- Public policy should be based on sound research and reliable data and should include an evaluation component.

After much discussion the Commission agreed upon the following values:

- **Our future depends on putting children first and fully investing in their future.**
- **The welfare of children is a shared responsibility of parents, families, communities, government and the private sector through coordinated and integrated efforts.**
- **Children should be treated humanely and with dignity and respect.**
- **Children have a right to health, safety, education, permanency and stability and significant adult support.**
- **Families and children have a right and responsibility to be involved in decisions that affect them.**
- **Public policy should be based on sound research and reliable data to include an evaluation component.**
- **Prevention and early intervention are critical to positive outcomes.**

CLARIFY THE ROLE OF THE COMMISSION

The Commission agreed upon the following roles:

Improve Government Process

- **Coordination of services to Children and Families.**
- **Simplification of systems associated with children and family services.**
- **Improve collaboration among state agencies providing services to children and families.**
- **Reduce duplication.**

Advocating for key issues

- **Through legislative authority.**
- **Policy development.**
- **Advocating as a body.**

- **Providing a forum for analysis and discussion.**

Catalyst for Change

- **Facilitating best practices pertaining to children and family services.**

IDENTIFY CRITICAL ISSUES

The Commission identified the following as critical issues that the Children's Services Commission can help with:

- **Children's rights – what are they in Missouri.**
- **Cross agency (divisions, departments, courts) and cross program coordination of services to a family.**
- **Teens aging out of the child welfare system.**
- **Young children in poverty is the fundamental challenge.**
- **The cost-avoidance of programs and treatment of children should be calculated and supported with research and documentation.**
- **How a coordinated mental health system can work with a de-centralized education system to improve outcomes for children.**
- **How do our computers talk to each other and access information not otherwise protected.**
- **Cross training in best practices among those that provide services to children.**
- **Employee turnover and morale problems affecting delivery of services to children.**
- **Putting children at risk due to residual effects of funding cuts to and information sharing among agencies or entities.**
- **Impact of health behaviors on children:**
 - > **Tobacco use**
 - > **Physical activity**
 - > **Nutrition**
 - > **Injuries**
 - > **Immunization**
 - > **Drugs**
 - > **Alcohol**

ITEMS IN THE BIN FOR FUTURE DISCUSSION

- **Computer information integration.**
- **Forms integration.**
- **Children getting injured on the job (reporting of).**

SUB-COMMITTEES

Early Childhood: Deborah Scott distributed an update on the subcommittee's activities. The Early Childhood Sub-committee has about 25 members. The subcommittee's charge was to develop recommendations to present to the Commission for the development of a coherent early childhood system that would result in healthy development and high quality education from Missouri's youngest children. The subcommittee has been working on what it would take to get Missouri from where we are today to a system where every child in Missouri would have access to what they needed to be healthy in the early years and to be prepared for success in school.

The subcommittee divided into the following four work groups:

1. State Infrastructure and Early Childhood Programs
2. Economic Opportunities and Safe Environment
3. Ready Schools and Family Support
4. Health and Mental Health

The committee will have recommendations to present to the Commission on October 27th.

Children of Incarcerated Parents: Julie Rollins reported that the subcommittee wanted to produce something more tangible to present to the Commission than simply recommendations. The subcommittee divided into work groups to focus on the following areas:

1. Legislative Recommendations

This group is preparing and creating some legislative recommendations and also reviewing those that were submitted by the Governor last year, which Rep. Danielle Moore will review before they are presented to the Commission in October.

2. Manual for Incarcerated Parents

Manuals were reviewed from Colorado and California that informed those entering the criminal justice system what happens at the time of arrest until they are released from prison. The work group took the manuals from other states and is in the process of making a manual Missouri specific which included input from State Court Administrators, attorneys from Corrections and Division of Family Services. Judge Block will also review the manual for any areas that she feels needs to be covered. A table of contents was distributed to the Commission.

3. Best Interest of the Child

A white paper has been completed on what the subcommittee felt was the meaning of 'the best interest of the child'.

At the Commission's meeting in October, the Children of Incarcerated Parents Subcommittee will discuss how the manual gets distributed, legislative recommendations and a white paper on the definition of the best interest of the child.

Bill Heberle, Executive Director of the Children's Trust Fund, indicated that they might be able to assist with funds for printing the manual for Incarcerated Parents.

Parental Responsibility: Anne Dannerbeck Janku reported that in a study of parental incarceration and juvenile delinquency young people were asked what prerequisites they would have before having children. Marriage was not often mentioned as a prerequisite. They did express that they wanted to have children and raise them differently than how they were raised. When asked how they would do that, they had no idea and obviously were not aware of parenting resources that are available. There are three great programs in Missouri – Parents as Teachers, Parent Link and Head Start.

The subcommittee is looking at how to reach at-risk parents when they first have children and how to better market parenting resources. A plan will be developed on unusual ways to market the resources.

Children's Mental Health: Beth Griffin reported that the subcommittee would meet next month. The subcommittee had a bill last year for a comprehensive child mental health care system which was passed by the legislature, but was incorporated into a bill that was vetoed by the Governor. The subcommittee's task now is to draft language for a bill that has the support of the stakeholders and the Commission.

Summary of the subcommittees' work by Chair Wilson

There are two pieces to the subcommittees' work. Each subcommittee will have its own report that will go forward in its entirety as the subcommittee's work, but the Commission will choose particular sections of those reports to highlight in the annual report which will be submitted to the Governor and General Assembly.

SHORT-TERM AND LONG-TERM GOALS

Short-term and long-term goals include producing the subcommittee reports, drafting the necessary legislation, and getting the Commission's annual report to the Governor and members of the General Assembly.

At the October meeting the Early Childhood Committee and the Children of Incarcerated Parents Committee will make presentations to the Commission.

At the November meeting, the Children's Mental Health Committee and the Parental Responsibility Committee will make presentations to the Commission.

In December or early January, the Commission's Annual Report and legislative recommendations will be finalized. Throughout the legislative session the Commission will follow legislation and decide what action the Commission wants to take in terms of intervention and support.

OTHER BUSINESS

Minutes from the June 23, 2003 meeting were approved.

Commission has entered into a contract for support work for the Commission with Anne Dannerbeck Janku and Keely Long through the University of Missouri.

Ex-officio Members

Chair Wilson asked the Commission for recommendations for ex-officio appointments, a different membership category from those groups that we continue to work with but are not appointed, ex-officio members.

Action Item: Bring recommendations to the October meeting.

Election of Vice Chair of the Children's Services Commission

Mark Steward nominated Senator Bill Foster for the position of Vice Chair. Charles Jackson seconded the nomination.

Senator Foster was elected as Vice Chair of the Children's Services Commission by acclamation.

Meeting was adjourned at 4:25 PM.

Next Children's Services Commission meeting will be on Monday, October 27, 2003.

**Children's Services Commission
Minutes
October 27, 2003**

Commission Members Present:

Commission Chair Vicky Riback Wilson; Vice Chair Bill Foster; Senator Dougherty; Representative Danie Moore; Representative Yvonne Wilson (via conference phone); Dorn Schuffman, Dept. of Mental Health; Gary Kempker, Dept. of Corrections; Steve Roling; Dept. of Social Services; Charles Jackson, Dept. of Public Safety. Others: observers and advocates from the public

COMMISSION CHAIR

Commission Chair Vicky Riback Wilson welcomed everyone to the meeting and advised the commission that Representative Yvonne Wilson was unable to attend but would be connected via conference call.

Senator Foster will chair a sub-committee to address filling vacancies for ex-officio members the two slots for judicial members.

MINUTES FROM AUGUST 25TH RETREAT

Commission Chair asked for the following changes to the minutes from the August Retreat:

Page 1. Under Commission Chair; last sentence, delete "the" and "s" to change to read "improve the outcomes..."

Page 4. Under Sub-committees: second sentence, add Sub-committee after "Early Childhood."

Page 5. Under 1. Legislative Recommendations, add "by" to it read "submitted by the Governor..."

Minutes were approved with the above changes.

TREASURER'S REPORT

Bert Schulte reported a September 30, 2003 balance of \$16,255.62.

Commission Chair reported that she has approved the first payment of approximately \$5,000 to the University of Missouri for the services of Dr. Dannerbeck and Keely Black. There was also a couple hundred dollars of expenses associated with sub-committees that bring the balance down to a little over \$10,000. Treasurer's report was approved.

The services of graduate student Keely Black's will end this semester.

Commission Chair asked for approval for part-time services of another graduate student through the University of Missouri. Motion was approved.

COMMISSION'S CORE VALUES

The Commission approved the following core values as reported from the August 25th Retreat:

- **Our future depends on putting children first and fully investing in their future.**
- **The welfare of children is a shared responsibility of parents, families, communities, government and the private sector through coordinated and integrated efforts.**
- **Children should be treated humanely and with dignity and respect.**
- **Children have a right to health, safety, education, permanency and stability and significant adult support.**
- **Families and children have a right and responsibility to be involved in decisions that affect them.**
- **Public policy should be based on sound research and reliable data to include an evaluation component.**
- **Prevention and early intervention are critical to positive outcomes.**

ROLES OF THE COMMISSION

Commission approved the following Roles of the Commission as reported from the August 25th Retreat:

Improve Government Process

- **Coordination of services to Children and Families.**
- **Simplification of systems associated with children and family services.**
- **Improve collaboration among state agencies providing services to children and families.**
- **Reduce duplication.**

Advocating for key issues

- **Through legislative authority.**
- **Policy development.**
- **Advocating as a body.**
- **Providing a forum for analysis and discussion.**

Catalyst for Change

- **Facilitating best practices pertaining to children and family services.**

ANNUAL REPORT

The Annual Report is part of the Commission's responsibility per state statute. Keely Black and Dr. Dannerbeck are working on the Annual Report and will have a draft report for the Commission's review before the end of the year.

There will be two reports:

- 1) Each sub-committee will create a formal report that includes their recommendations.
- 2) This Commission will submit those reports to the Governor and the Legislature as appendices. In addition, in our annual report we will underscore the particular recommendations from the sub-committees' that the Commission intends to take some action on next year.

SUB-COMMITTEE REPORTS AND RECOMMENDATIONS

The Children of Incarcerated Parents Sub-Committee and the Early Childhood Sub-Committee presented their reports and their recommendations.

The Commission accepted the reports from the sub-committees.

Commission Chair asked the members to review the reports and recommendations from both sub-committees. At the November 24th meeting, the Commission will begin the discussion on which recommendations will be highlighted in the Commission's Annual Report.

OTHER BUSINESS

Children's Lobby Day will be held on January 27th. At the Commission meeting on November 24th, a discussion will be held on what role the Commission might want to play in Children's Lobby Day in working with the Family and Community Trust Board (FACT) and/or on our own to draw attention to children in this state.

Steve Roling, Director, Department of Social Services, introduced Fred Simmens as the Children's Division Director.

FUTURE COMMISSION MEETINGS

The next Commission will be held on Monday, November 24th. The Children's Mental Health Sub-Committee and the Parental Responsibility Sub-Committee will present their reports and recommendations.

The Commission meeting on Monday, January 26th will be a joint meeting with the FACT Board from 10:30 AM to 2:00 PM.

**Children's Services Commission
Minutes
November 24, 2003**

Present:

Commission Chair Rep. Vicky Riback Wilson; Vice Chair Sen. Bill Foster; Sen. Patrick Dougherty; Rep. Danie Moore; Rep. Brian Baker; Rep. Yvonne Wilson (via conference phone); Judge Susan Block; Dorn Schuffman, DMH; Steve Roling; DSS; Charles Jackson, DPS; D. Kent King, DESE; Mark Steward, DYS; Veronica Stoval, DSS; Colleen White, DOLIR; Brenda Horstman, DED; Bill Heberle, Children's Trust Fund; Tricia Schlechte, DHSS; Linda Roebuck, DMH; Julie Rollins, DOC; Beth Griffin CMC; observers and advocates from the public.

Minutes From October 27TH Meeting

Minutes from the October 27th meeting were approved.

Treasurer's Report

Dr. King reported an October 31, 2003 balance of \$10,615.13, but there is no spending authority at this point. Treasurer's report was approved. Commission Chair asked for and received a motion to request supplemental spending authority in January to cover the cost of staff support from a University graduate student and other expenses.

Action Item: Dr. King agreed to take care of requesting supplemental spending authority.

Commission Chair

Since many visitors present were interested in the DOC visitation policy, Commission Chair Wilson requested Julie Rollins to report on DOC policy changes under consideration.

Commission Chair Wilson mentioned that a Commission web site is being developed and will be found on the OA web page.

She commended everyone involved in the Incarcerated Father Collaboration Project. The film depicting what is going on with parenting classes for fathers in the prison was excellent, and perhaps the film could be viewed at future Commission meeting. This is a joint project of several departments.

Department of Corrections Visitation Policy – Julie Rollins

Director Gary Kempker asked Julie Rollins to take the lead in reviewing the Visitation Policy. Representatives from the Department of Social Services and Department of Corrections' staff are scheduled to meet on Tuesday, November 25th to go over the policy with focus on the following:

- Establishing and maintaining family ties.
- Ensure that the children coming into the visiting rooms at DOC facilities are safe.

Director Kempker asked for the revised policy to be on his desk as soon as possible with the intention of having a new visiting policy out by January 2, 2004.

Sub-Committee Reports and Recommendations

Parental Responsibilities Sub-Committee – Charles Jackson, Chair

Dr. Dannerbeck presented the recommendations from the Parental Responsibilities Sub-Committee.

In addition to the Recommendations presented, it was the consensus that the sub-committee should include an emphasis on inter-agency coordination of disseminating information on parenting programs to all branches of government; county health departments; and Children's Trust Fund. Through Social Services and Health and Senior Services information on parenting programs should go to all childcare providers.

Action Item: Place this on agenda for additional discussion at the joint meeting with FACT Board.

The sub-committee will also survey State Departments to find out what parenting programs are currently going on within their department. The survey will include questions to determine the basis for various approaches.

Mental Health Sub-Committee – Beth Griffin & Linda Roebuck, Co-Chairs

The sub-committee presented draft legislation regarding mental health services for children for review by the Commission Members.

The Commission agreed to support some type of legislation, but recommended revisions to the draft legislation.

It was also the consensus of the Commission that the Sub-committees should continue to meet focusing on children's mental health and education.

Early Childhood Sub-Committee – Deborah Scott & Dr. Thornburg, Co-chairs

The Commission agreed to recommend that the Children's Services Commission develop enabling legislation to create, under the auspices of the Children's Services Commission, a formalized body to coordinate programs and policies aimed at children 0 – 5. It was agreed that the Department of Health and Senior Services, through its Early Childhood systems grant, would take the lead in facilitating this group for the first year. The Department of Health and Senior Services submitted recommendations and guidelines for a body corporate and politic. The Commission agreed that the body would build upon the recommendations of the Early Childhood Sub-committee.

The Sub-committee's final report has been sent to the sub-committee members for review and additional input. Copies will be sent to the Commission members prior to the December 15th meeting.

Annual Report

Keely Black distributed a general format for the annual report and recommendations. Commission members are to review the format prior to the December 15th meeting, at which time a decision will be made on the recommendations that are to be included in the annual report, particularly as they apply to Early Childhood.

The Commission's Annual Report will include the following four sections:

- Section I State Agency Reports
- Section II Plans and Goals
- Section III Recommendation for Statutory Initiatives
- Section IV The state of Children in Missouri

Department Reports

Mental Health – Dorn Schuffman

The Department of Mental Health applied and received a number of grants.

- Joint grant with Social Services to look at funding for children services.
- Grant to send leadership staff from Social Services and Mental Health to the policy academy. Senator Shields will also attend the academy.
- St. Louis City and County received a grant focusing on child welfare.
- Application has been submitted for the Northwest area of the state that will also focus on child welfare.

Children's Trust Fund – Bill Heberle

The Children's Trust Fund is entering into an agreement with the National Center of Parents as Teachers to provide some Trust Fund money to school districts that are interested in a teen parenting program.

Economic Development – Brenda Hortsman

The Department's web site has been redesigned and now provides contact information for all of the regional team members in the state. Assistance with problem solving or information for a particular geographic area can be obtained by contacting a team member for that region.

Labor and Industrial Relations – Colleen White

Worker's Comp Data revealed youth injuries for workers under the age of 18 has decreased. It is unclear at this time if the injury rate has gone down or if the number of youth workers has gone down. Data is being validated.

Action Item: Figures to be submitted to Keely for inclusion in the report if validated in time. A request was also made to be on the agenda for a presentation at the joint meeting with the FACT Board in January.

Youth Services – Mark Steward

The William Woods College Campus Program in Fulton will be replicated by the Catholic University at Washington, DC for their juveniles.

Elementary and Secondary Education – Dr. King

The Board voted to not change the early childhood special education criteria that involved levels for early screening.

National Assessment of Educational Progress scores showed positive gains for reading and math at the fourth and eighth grade level.

Approval has been received for Reading First grants for selective school districts that have a relatively high percentage of kids reading at below grade level and meet the specified poverty level.

During the first week of December, school districts and the state will be issuing report cards on educational progress for the past year.

Health and Senior Services – Tricia Schlechte

The Department of Health and Senior Services has received the following grants:

- Oral Health Collaborative Systems
- Pregnancy Related Assessment Monitoring System
- Study of the Uninsured
- Early Childhood Systems Grant
- USDA Team Nutrition
- Missouri Fetal Alcohol Awareness (FAS) and Prevention Project

The Commodity Supplemental Food Program has twice as many qualifying low-income citizens that will be served boxes of nutritious commodity foods each month due to additional funding from the U.S. Department of Agriculture.

As a result of outreach efforts, the Child and Adult Care Food Program (CACFP) has resulted in over 65 applications to participate in this program. CACFP reimburses for nutritious meals served to children and adults in day care facilities; school aged children in after school enrichment programs in high risk, low-income areas and meals to children residing in emergency homeless shelters.

The Department has filed a rule change to add the chickenpox vaccine to the required vaccines need for school entry in 2004. The vaccine is currently required for entry into childcare only. The Department's Immunization Advisory Committee recommended this change, which is a requirement in 35 other states, to further decrease incidence of chickenpox.

Commission Chair Proposal

The Commission Chair proposed that the Commission use a consensus approach to determine the content of the annual report and which Sub-committee proposals will be specifically recommend by the Commission in the annual report. The Chair suggested that the sub-committee reports be attached in total. The Commission will decide which elements

of the sub-committees' recommendations will be elevated to Commission recommendations, meaning that the Commission is endorsing that approach, and whether it be for legislation or a policy or rule change.

If any Commission member objects to any of the sub-committee recommendations, no formal recommendation will be made. Critical issues for next year, the Commission's values and focus will also be included in the report.

Consensus approach, as presented by the Commission Chair, was approved by Commission Members.

Future Commission Meetings

An additional meeting of the Commission has been scheduled for December 15th from 10:00 AM to noon in House Hearing Room 2.

**Children's Services Commission
Minutes
December 15, 2003**

Present:

Rep. Vicky Riback Wilson, Chair; Colleen Baker, DOLIR (for Catherine Leapheart); Sen. Bill Foster; Bill Heberle, Children's Trust Fund; Brenda Horstmann, DED (for Kelvin Simmons); Charles Jackson, DPS; Gary Kempker, DOC; Kent King, DESE; Rep. Danie Moore; Steve Roling, DSS; Dorn Schuffman, DMH; Mark Steward, DYS; Rep. Yvonne Wilson (teleconnection)

Members of the public and CSC subcommittees, including Deborah Scott and Kathy Thornburg, Co-chairs, Early Childhood Subcommittee; Anne Dannerbeck, CSC Liaison; Sandy Rempe, DPS; Steve Renne, DSS; Julie Rollins, DOC; Tricia Schlecte, DHSS; Veronica Stovall, DSS Children's Division; Cande Iveson and Dr. Bill Altemeier, Early Childhood Subcommittee; Tammy Gillespie, Children of Incarcerated Parents Subcommittee.

Report From Commission Chair

Minutes from the November 24th meeting were approved. Treasurer's report was approved with a balance of \$10, 433.17.

Representative Riback Wilson reported that the Child Abuse, Custody and Neglect Commission is interested in looking at what constitutes "the best interest of the child" and is contemplating a series of public hearings over the next several months to explore this.

Action Item: Submit any comments to Representative Riback Wilson and she will convey to the Chair, Judge Thea Sherry.

Annual Report, content and organization - Commission Chair

One section of the annual report will include the purpose of the Commission – **To improve the lives of children by making government work better.** This section will list members; how often the Commission meets; activities and accomplishments of this year; and meeting minutes.

Another section will recapitulate the roles and values that were identified at the August 2003 retreat.

The report will indicate that the Commission supports the work of the sub-committees. The Commission Chair proposed that the following be stated in the annual report, **"Failure to be included herein should not be interpreted as opposition or lack of interest in any particular recommendation. The recommendations included in the report are only those for which there was no objection and which will be**

actively pursued by the Children's Services Commission in the coming legislative session."

Action Item: Proposed statement was approved by the Commission.

Commission Chair recommended that the Commission priorities be highlighted in boxes and actual recommendations and more specific language be in the body of the report.

Action Item: Recommendation approved.

Another section will cite accomplishments of each Department. Keely Black will be e-mailing a draft for each Department to review.

Sub-Committee Reports and Recommendations

Children's Mental Health – Dorn Schuffman

Director Dorn Schuffman recommended that the Commission not endorse or draft specific legislation but rather state general or key principles:

- ➤ The Department of Social Services and Department of Mental Health will work together to expand Medicaid services that would enable children to live with their families.
- ➤ Department of Mental Health will be charged with leading the development of a comprehensive children's mental health care system, which would include leading a planning process that would involve all of the agency members of the Children's Services Commission.
- ➤ Department of Mental Health and Department of Social Services will review cases of children in custody of Social Services to determine which cases are in custody due to the need for only mental health services and develop a plan to transfer those children to community based services and the development of a plan to move them out of custody and back to their family.

Suggested textbox for the Children's Mental Health Sub-Committee:

- ➤ **The Children's Services Commission advocates legislation to develop a comprehensive system of mental health for children as recommended by the Sub-Committee on Children's Mental Health.**

Children of Incarcerated Parents Sub-Committee

Suggested textbox for the Children of Incarcerated Parents Sub-Committee:

- ➤ **Print and distribute guide on custody and guardianship issues of children of incarcerated parents.**

- ➤ **Work with the Sentencing Advisory Commission on alternative sentencing for non-violent offenders that are in the best interest of the child.**
- ➤ **Teleconferencing as a method for custodial placement discussion in order to involve parents in decisions concerning their children.**

Parental Responsibilities Sub-Committee

Suggested textbox for Parental Responsibilities Sub-committee:

- ➤ **Pursue work on publicizing research-based information on parental education programs and the criteria to help parents make informed choices about the quality of parent education programs.**

Early Childhood Sub-Committee

Suggested textbox for Early Childhood Sub-Committee:

- ➤ **Support legislation to cap the total number of children that can be cared for without licensure.**
- ➤ **Support legislation that would require all registered childcare providers to complete basic training in health and safety and subsequently to complete a health and safety checklist.**

Possible Agenda Items for Joint Meeting with FACT Board

- ➤ Scope of action and responsibilities of each group; how/where do we complement each other?
- ➤ How to co-ordinate activities.

Action Item: Commission Chair will speak to Charles O'Reilly (FACT) to develop the agenda. Send suggestions for agenda items to Commission Chair.

Department Reports

Mental Health – Dorn Schuffman

Missouri was selected as one of six states to attend the Policy Academy. There were great presentations regarding funding alternatives and opportunities to look at the issues with individuals from other states.

Health and Senior Services – Tricia Schlechte

A statute was passed a number of years ago establishing the Missouri Juvenile Justice Information Sharing System to facilitate sharing

information on juveniles who were in DYS, DSS, HSS, and DMH. This system continues to be very helpful.

Children Trust Fund – Bill Heberle

The Children's Trust Fund has been negotiating with the Parents As Teachers National Center and will probably provide them approximately \$55,000 for the new fiscal year to fund PAT educators.

Funding for fiscal year 2005 will be approximately two million dollars.

Education and Secondary Education – Bert Schulte

December is the big reporting month for DESE. School report cards are available on the department's website. Annual performance reports for accreditation were finalized the first of the month.

Economic Development – Brenda Horstman

Joe Driskill has resigned, and Kelvin Simmons has been appointed by the Governor as the new Director of Economic Development.

Public Safety – Charles Jackson

DPS is reviewing POST's curriculum for children neglect and abuse training on how to recognize and report child abuse. DPS is working with law enforcement regarding meth labs and making sure that children found in meth labs are checked by a physician.

Youth Services – Mark Steward

Mark Steward shared a success story. A former DYS client that graduated from a DYS program testified before the Appropriation Committee and is currently the youngest student body president in the history of the University of Missouri.

Social Services – Steve Renne

DSS was successful in capturing an extra \$83 million from the federal government in Medicaid Funds that was used to release funding for school districts.

DSS is moving forward with enhancing background checks for foster parents through the Highway Patrol fingerprinting unit.

Corrections – Gary Kempker

Julie Rollins heads a multi-disciplinary team looking at the existing offender visitation policy which is in the process of making recommendations for changes in this policy.

The recommended changes were completed the first week of December. Last week the Superintendents were briefed on the recommendations. Julie reported that the final draft of recommendations will be given to Director Kempker on December 22, 2003.

Other Business

– Thanks to the Office of Administration, Anne and Keely, the Commission now has a website. Julie Youmans, Legislative Assistant, will work on the flow of the information on the website.

Action Item: Submit any suggestions on material for the website to Julie Youmans in Representative Riback Wilson's office.

Child Advocacy Day

– Mark your calendars for Child Advocacy Day, Tuesday, January 27, 2004. An information table will be set up at the Truman Building. The Commission will have a booth with the sub-committee reports and general information about the Commission.

Next meeting is a joint- meeting with Family and Community Trust executive board members, January 26, 2004, from 10 until 2:00, House Hearing Room 1. Lunch will be provided.